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THE ROLE
OF THE
PROVINCIALY APPOINTED
SUPERINTENDENT OF SCHOOLS
IN LARGER UNITS OF
ADMINISTRATION IN CANADA

~~~~~



By

Cecil Patrick Collins

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THE ROLE OF THE PROVINCIALY APPOINTED SUPERINTENDENT  
OF SCHOOLS IN LARGER UNITS OF ADMINISTRATION  
IN CANADA

A DISSERTATION  
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OF DOCTOR OF PHILOSOPHY

DIVISION OF EDUCATIONAL ADMINISTRATION

by

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## ABSTRACT

During the past one hundred and fifty years school systems in Canada have changed from church to local to provincially dominated systems. With each change the need for more and better supervision has placed greater emphasis on the position of the superintendent. The problem in this thesis is concerned with the changes which the introduction and development of the larger units of administration have had on the role of the superintendent. The question was, "To what extent is there role consensus and role conflict between the formal expectations as expressed in law and the actual behavior as expressed by the superintendent?"

Data for the legal role were obtained from school acts, annual reports of departments of education, unpublished dissertations and many secondary sources. Data on the actual behavior were gathered from the superintendents of schools in larger units through questionnaire and interview. Further data on both aspects of the role were obtained through interviews with deputy ministers, chief superintendents of schools, and directors of senior branches in the three provinces of British Columbia, Alberta, and Saskatchewan.

The field of role analysis in educational administration in Canada is virtually unexplored and, consequently, conclusions in this investigation are subject to review and reconsideration in the light of further research. With this qualification in mind the following conclusions are presented:



1. In his legal role, the superintendent is expected to be a line officer of the Department of Education and a staff officer of the board of trustees, while in his actual behavior the superintendent sees himself as both line and staff officer of both the Department of Education and the board of trustees.
2. In the larger units of administration many superintendents are particularly concerned about the lack of definition of lines of authority. The problems inherent in the relationship between the superintendent and the board of trustees or their employees are related to the conflict between the de jure expectations and de facto behavior.
3. Within the frame of reference of the leadership role the superintendent is attempting to resolve the potential role conflicts between his position and counter positions in the Department of Education and in the larger unit of administration.
4. Resolution of the major conflicts which have arisen between de jure expectations and de facto behavior depend in part, at least, on decisions to be made in relation to three possibilities:
  - (a) the application of sanctions necessary to bring actual behavior into conformity with legal expectations
  - (b) local employment of the superintendents by boards of trustees
  - (c) legal definition of the actual behavior of superintendents in terms of leadership with formal recognition given to the right of the superintendent to act on his own initiative.



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## CHAPTER I

### INTRODUCTION

The development of the larger unit of school administration as the basic unit of school organization came about as the result of many diverse pressures. One of the most important causes was the depreciation of land values during the depression of the 1930's. The consequent loss in revenues from local taxation reduced many small school districts to the point of bankruptcy. Another cause was the range in inequalities of educational opportunity which existed between one rural district and another and between rural areas and cities. The larger unit of administration was brought into being to increase the assessment base and thereby reduce the inequalities (in the ability to pay) between one area and another. It was hoped that a broader and more stable financial base would make possible an educational program more suited to the needs of the students in each community. At the same time it was recognized that an effective type of leadership also was essential if the potentialities of this new organization were to be exploited fully. The responsibility for providing this leadership at the community level was given to the superintendent of schools.<sup>1</sup>



The departments of education expected their representatives in the superintendencies and inspectorates to provide the leadership and direction necessary for the successful operation and exploitation of the new organization. They felt that active public support for education was one of the key factors in successful operation and expected the superintendents to take the leadership in obtaining it at the local level. The boards of trustees of the unit depended upon the superintendent for advice and direction in helping them to meet the problems which arose. Within the community itself the change from the small district to the larger unit affected almost every person in one way or another. Aspects of education which had been accepted as part of every day living suddenly became matters of personal concern. The people, too, turned to the superintendent for answers to many of their questions.<sup>2</sup>

In adjusting his role to these new and different expectations the superintendent became the focal point of the new and developing organization. His status changed from that of an occupant of a government position to that of educational leader and expert. At the superintendency level the department of education, the board of trustees, the teaching staff and the people looked to the superintendent to lead the way to a better educational future.





The role of the provincially-appointed superintendent of schools in larger units of administration has been a matter of concern to many groups: the Canadian Education Association, the departments of education, the boards of trustees, and the superintendents themselves. The Project in Educational Leadership, sponsored jointly by the Canadian Education Association, the W.K. Kellogg Foundation, and the University of Alberta placed initial emphasis on "the functioning of the superintendent in larger area school systems."<sup>3</sup> Throughout the Project the main emphasis has been upon the focal position of the superintendent and upon the role as he defines it.

In 1951 the Canadian Education Association sponsored the Project in Educational Leadership because of concern over the lack of common definition of the role of the superintendent.<sup>4</sup> In 1953 Dr. G. E. Flower, Director of the Project, expressed the feeling that a Canadian approach to supervision and administration was beginning to develop, but was as yet unarticulated.<sup>5</sup> This inquiry is concerned with the situation in 1956. The origin of the problem lies in the behavior expected of the superintendent by law in comparison with the actual interpretation of the role by the superintendent himself as he adapts his behavior in accordance with the expectations of those individuals and groups with whom he works.



## THE PROBLEM

### Statement of the Problem

The role of the provincially appointed superintendent of schools in larger units of administration in Canada has many aspects. The present investigation is concerned with three major ones:

(1) The legal role of the superintendent. What are the sources of authority established by statute and regulation which empower him to act? What functions does the law assign to the office of the superintendent? To what extent are these expectations the same in all provinces with larger units of administration, and to what extent do they differ?

(2) The actual role of the superintendent as seen by himself. What sources of authority does the superintendent recognize and accept as determinants of his behavior, and to what extent? What use does he make of the functions assigned to the office of superintendent by law and tradition?

(3) The relationships between the de jure and de facto roles of the superintendent. What implications for leadership reside in the similarities and in the apparent differences between the two roles?

### Delimitation of the Problem

The field of school administration in Canada is



largely undefined and unexplored. Thus, any insights into the place, function, and role of the superintendent in Canadian education must of necessity be held tentatively and subject to revision as further research provides more information.

Geographically, only those provinces which have established large units of school administration are included. These provinces are found in two zones. In the first zone are the provinces of British Columbia, Alberta, and Saskatchewan. In all of these provinces the larger unit of administration has been in operation for more than ten years.

In the second zone are found the provinces of New Brunswick and Nova Scotia. In the latter province the larger unit of administration was formally introduced in January, 1956. Prior to this date Nova Scotia and New Brunswick had county units for fiscal purposes only. While much of the control of the finances such as the levying of taxes and the distribution of monies rested with the county board, responsibilities such as the employment of staff, the care and maintenance of buildings and premises, and the provision of instructional materials remained with the small local district board. Since the investigation is concerned with the situation as of July, 1956, only a survey of conditions in these two provinces is included.



Although the interrelationships between superintendent, principal, board of trustees, board members, teaching staff, and business manager of school units have an important bearing on the role of the superintendent, their inclusion would make this investigation unmanageable. Each of these relationships, along with many others, needs extensive and intensive investigation before the modern mosaic of Canadian education will become clear.

#### DEFINITION OF TERMS

Larger Unit of Administration is the designation given to an area, established by provincial statute, that replaces or includes under a central board a large number of formerly autonomous and contiguous school districts or sections. In British Columbia the larger unit of school administration is known as the school district, in Alberta as the school division, in Saskatchewan as the school unit, and in Nova Scotia and New Brunswick as the county unit.

Local District Board is the designation given to the traditional small school district or section. In all of the provinces, except British Columbia, it is retained as part of the larger unit structure. The boards of these districts are known as local district boards.







Superintendent of Schools is a designation which is synonymous with inspector. The term "supervisor" as used in Prince Edward Island and Newfoundland has a similar connotation.

### Power

Power supports the fundamental order of society and the social organization within it, wherever there is order. Power stands behind every association and sustains its structure. Without power there is no order.<sup>7</sup>

Social power, as it manifests itself in social institutions, is often defined as a kind of power. Some of the kinds of power which are commonly designated and categorized are economic power, moral power, military power, and political power. The education institution in Canada is a government agency and, as such, is organized on the basis of political power.

In a democracy political power resides in the rights conferred by the people on its representatives sitting as a corporate body to order the relations among individuals, between individuals and groups, and among groups in accordance with politically acceptable aims and objectives.<sup>8</sup>

### Authority

Bierstedt views power as always latent--never manifest. Authority, Bierstedt defines as "the institutionalized right



to employ power, not power itself."<sup>9</sup> Within this frame of reference then, power is associated with authority when the behavior of individuals or group is ordered. When behavior is not ordered or affected there is no authority. Thus power can be present with no authority. At the same time, authority does not depend exclusively upon power.

Simon defines authority as the power to make decisions which guide the actions of others.<sup>10</sup> Authority, however, is a double-edged sword. On one side is the superordinate who has the power to make decisions and to command performance; on the other is the subordinate who accepts. The full exercise of authority depends upon the role expectations of the superordinate that the subordinate will obey, and the perception and acceptance of the role by the subordinate. If the subordinate refuses to obey, there is no authority.

Dubin states that "when authority is exercised, the subordinate holds in abeyance his own critical faculties for choosing between alternatives and uses the formal criterion of the receipt of a command or signal as his basis for choice."<sup>11</sup> A person, then, has authority to the degree that he can obtain the suspension of the critical faculties for choosing between alternatives and influence them to act in accordance with his own intentions.



The behavior of others, however, may be influenced by means other than the use of power. Knowledge, ability, skill and competence in one person can make his influence so persuasive that others suspend their right to make decisions and accept those of the person with these superior qualities as the basis for their choice.<sup>12</sup> In this, authority depends upon influence and prestige, not power. So, as there may be power without authority, there may be also authority without power.

Education, as a government agency, is organized as a bureaucracy with a hierarchy of status positions arranged in a pyramid on the basis of scalar ranking. Authority is delegated to each position in terms of the specialized functions it is to perform and the level of command it is to exercise. Each status position in the hierarchy is defined and circumscribed by a set of rules and regulations which establish its relationship and interaction with all other ranks in the structure. Lines of authority are the channels of communication which proceed vertically from the superordinate through the subordinate positions to the bottom of the hierarchical pyramid and horizontally from one status position to others which occupy the same rank. Personnel who occupy these status positions are known as line officers.<sup>13</sup> As such they exercise the authority delegated



to the office through channels of communication which have been reserved to the office.

As in all large bureaucracies, increasing complexity in the educational system has necessitated more and more functional specialization and the need for expert and specialized advice from staff officers. The staff officer occupies no status position within the hierarchy, but he is associated with a status office.. Thus the status of the staff officer is determined in part by the institutionalized authority of the line officer with whom he works.<sup>14</sup> But, it is also determined in part by the personal authority he wields as an expert and his ability to influence others through his superior knowledge and ability.

At the superintendency level the minister of education has conferred authority on the superintendent as a line officer to administer the laws and regulations of the department of education and to supervise the interna of education. Along with this the superintendent is expected "to attend all board meetings" and "to advise the board on all matters within their jurisdiction".<sup>15</sup> Thus, the superintendent of schools is to act as a line officer in his relations with the department of education and as a staff officer in association with the board of trustees.







The second major authority holder at the superintendency level is the board of trustees. Contained in all school acts in all the provinces of Canada are sections which set out in considerable detail the duties and responsibilities which the board of trustees shall assume. In the main these sections define the amount of authority the board has in order to make decisions with respect to the external of education. In addition to defining the areas in which the board of trustees shall have authority, other sections describe in some detail those in which discretionary authority is assigned for the purpose of taking initiatory action, or making independent decisions.<sup>16</sup>

With the introduction of the larger units of administration the superintendent was attached to the board of trustees as a staff officer and thus placed in close association with the authority vested in it as a corporate body. With the acquiescence of the superordinate authority the superintendent of schools accepts and uses authority which has its source in the board, as well as the designated and discretionary authority which is assigned to the office.

The superintendent of schools in a larger unit of administration thus has three sources of authority which he can accept or utilize for the purpose of adjusting his be-



havior to the role expectations of the alter groups in each situation. The first source of authority is found in departmental regulations and statutes and are identified as departmental directives throughout the dissertation; the second is found in board minutes and policy statements which are identified as board directives; and the third is in the initiatory authority of the office of the superintendent to make independent decisions in all those activities not specifically controlled by board or department directives and is identified as acting on his own initiative.

Function as it is used throughout this thesis has a meaning more closely related to that in biology than in other fields. In biology the term "function" is understood to refer to the vital or organic process considered in the way in which it contributes to the maintenance of the organism. The functional value of the superintendent in the organization is determined by the specific contribution he makes to the goal-seeking activities of the central and local authorities. Both look upon the functional competence of the superintendent as essential to the maintenance and improvement of the educational system as a whole.

The functions with which we are concerned are like



those of the nervous system (including the brain) in relation to the rest of the body. Like the nervous system they exist to maintain the bodily system of the structure by directing those actions which are necessary for more effective adjustment to the environment. Since the elements of the structure are interrelated and interdependent, functions also are interrelated and interdependent. However, they are subject to specialization, and thus are identifiable in operation.

By tradition and law the functions ascribed to the office of superintendent of schools are administrative, supervisory and advisory.

Administrative: a law-administering function. In this area the superintendent as a line officer is held responsible for administering the law as set forth by statute or board regulation. In this sense inspection and reporting is part of the administrative function.

The superintendent as an administrator is an agent of the department of education and the board of trustees. He is selected for the position by the department of education because of professional competence and long years of training and experience in the field of education. On the basis of this background he is expected to administer the laws of the province and to make intelligent decisions based upon an



accurate knowledge of the statutes and regulations. As an administrator the superintendent is responsible to the department for the productivity of invested capital. He is required to measure the general progress toward the attainment of objectives, to evaluate, to inspect, and to report to the authorities senior to him. Administration is the impersonal process of ensuring the functioning of an organization having more or less fixed objectives with a view to precise and predictable results.

### Supervision:

Supervision is a co-operative function in which the supervisor is part of the process as leader, guide, and perhaps at times director. Supervision is concerned with the personal qualities of the individual. As a supervisor the superintendent is concerned with guiding and counselling individuals toward professional improvement and development. As such, the goals are of primary importance.

The goals to be achieved are those of the individual and those of the organization. As a line officer and the senior official of the Department of Education in the area, the superintendent has the responsibility for supervising others who have power delegated to them through the minister.





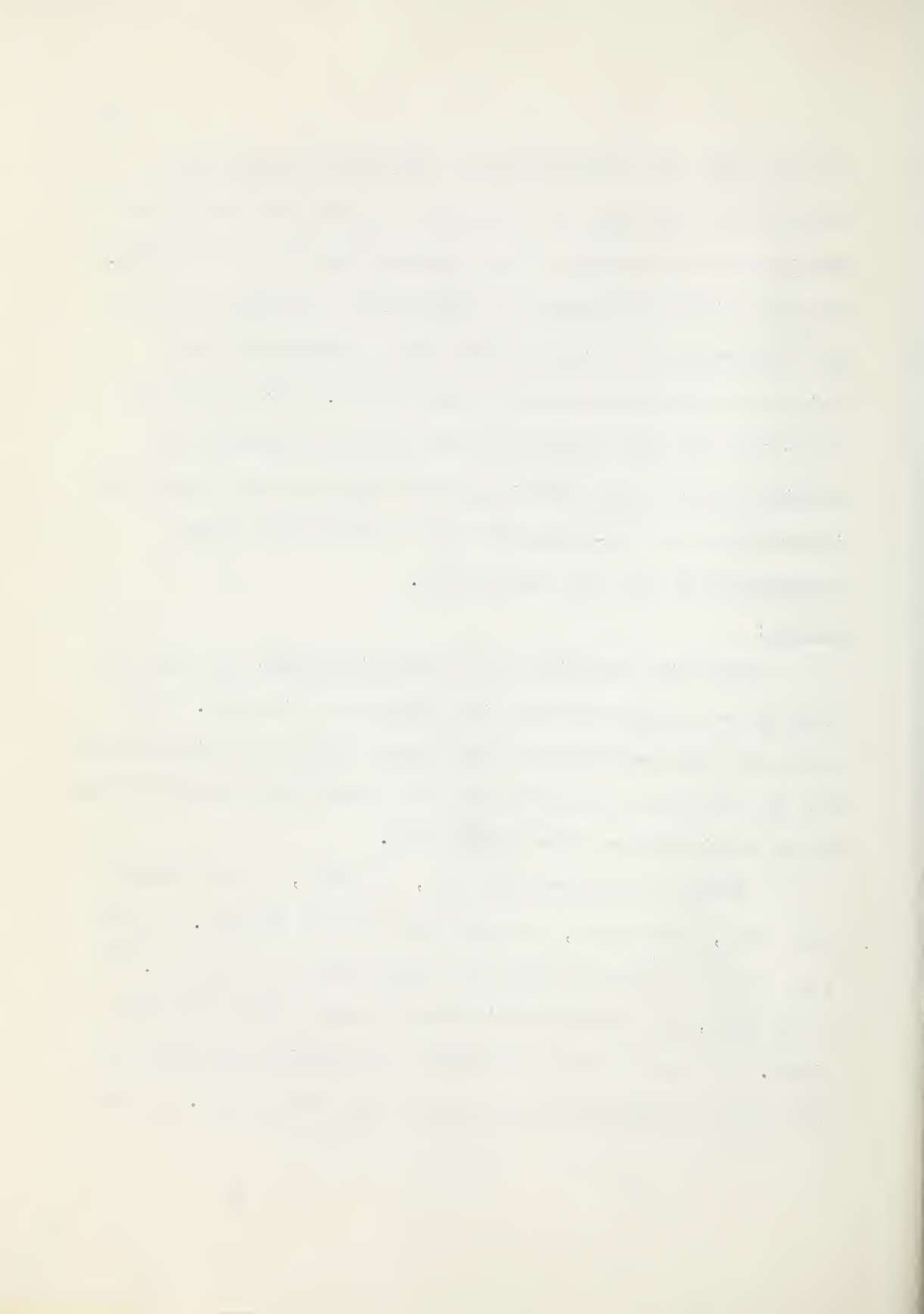


In this sense the superintendent advises and guides the teachers and the board of trustees in order that effective attainment of the goals of the organization may be achieved. He works with the teachers as individuals to assist them in the attainment of personal goals and to integrate their objectives with those of the organization. Since both the supervisor and the individuals are closely associated in working towards both individual and organizational goals the interaction is a co-operative one in which both assume responsibility for the end product.

Advice:

The third function of the superintendent has been the last to be recognized as a vital aspect of his work. Only since the implementation of the larger units of administration has the advisory aspect emerged with sufficient specialization to be distinguished from supervision.

Advice is either asked for, or given, on the basis of knowledge, experience, or competence of the adviser. In no case is the recipient under any obligation to accept it.<sup>17</sup> If he does, the responsibility for the end product is his alone. By law the superintendent is to advise the board in the administration and operation of the school unit. As the



educational leader in the area, the advice of the superintendent should have an important bearing on the policies and actions of the board. The place accorded the superintendent in the community and the recognition of his influence as leader depends to an important extent on the quality of the advice and the proof of it in practice.

### SOURCES OF DATA

The facts for the study of the legal role of the superintendent have been obtained mainly from the school acts and published regulations of the provinces and the annual reports of the departments of education. The reports of the advisory committees to the CEA-Kellogg Project in Educational Leadership and the reports from the "short courses" and conferences have provided excellent background material for both the legal and actual roles of the superintendent.<sup>18</sup>

Doctoral dissertations on the administrative organization in the educational systems of British Columbia, Alberta, and Saskatchewan and some of the attendant problems such as finance, superintendent-board relationships, curriculum and local district administration have provided valuable insights.

Information on the actual role of the superintendent has been obtained from two groups of people. The chief



superintendents of schools in the provinces of British Columbia, Alberta, and Saskatchewan were interviewed to discover what they expected of the superintendents. Information from practicing superintendents in both the western and eastern zones was obtained through the use of questionnaires and interviews.

### Instruments for Collecting Data

The Questionnaire was developed for the purpose of discovering the main areas of activity of the superintendent, the distribution and emphasis placed on his three major functions and the recognition given the sources of authority as sources for action in each of the main areas.<sup>19</sup>

### Distribution

The questionnaire with accompanying manual was sent to all superintendents of larger units of administration in the western and eastern zones. The following table (I) summarizes the distribution of the questionnaires and the replies received.



TABLE I  
DISTRIBUTION OF QUESTIONNAIRE AND RESPONDENTS

|                                          | B.C.            | Alta. | Sask. | N.S.            | N.B. |
|------------------------------------------|-----------------|-------|-------|-----------------|------|
| 1. No. of Supts. on staff                | 49              | 57    | 59    | 14              | 13   |
| 2. No. of Supts. in L.U.A.s <sup>a</sup> | 42              | 53    | 53    | 14              | 13   |
| 3. No. of replies possible               | 40 <sup>x</sup> | 53    | 53    | 10 <sup>b</sup> | 13   |
| 4. No. of replies received               | 25              | 38    | 53    | 6               | 9    |
| 5. Non-respondents interviewed           | 3               | 5     | 0     | 1               | 0    |
| 6. Per cent of response                  | 70              | 80    | 100   | 70              | 70   |
| 7. No. of Supts. interviewed             | 19              | 20    | 24    | 2               | 3    |

<sup>a</sup>Larger Units of Administration.

<sup>x</sup>One person died; one was moved during the term.

<sup>b</sup>Four men were seriously ill during the year and not able to reply.

### Interviews

Interviews were held with officials in the departments of education and with practicing superintendents for the purpose of supplementing the information gleaned from the questionnaires.

### Procedure

Two interview forms were developed, one to act as a guide when interviewing chief superintendents of schools,<sup>20</sup> and the other when interviewing practicing superintendents.<sup>21</sup>





Notes were not taken during the interviews unless some information of special significance was given. However, other information was recorded immediately after the interview was completed.

### Distribution

The CEA Short Course in Educational Leadership, held in Edmonton during May, 1957, provided the opportunity for interviewing sixty-five superintendents representing all the provinces in Canada.<sup>a</sup> Information obtained from superintendents from provinces with no larger units of administration such as Ontario provided valuable background material for the thesis.

### Outline of Procedure

The inquiry into the legal role emphasizes the interrelationships of the position with others in the formal organization and the specialized functions and level of command which distinguishes it. The inquiry into the actual behavior places the emphasis on role definition by the superintendent himself.

In Chapter II the focus of attention will be on the historical development of the school system and the adjustments which are made to the external social environment.

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<sup>a</sup>Except Quebec.



In Chapter III the main concern will be with the structure and lines of authority which were developed to direct and control behavior and activities for the attainment of the goals.

In Chapter IV particular attention will be paid to the development of the office of the superintendent and the professional expectations of the position incumbent.

In Chapter V the instruments and methods used for collecting data on the actual behavior of the superintendent will be discussed.

In Chapter VI the focus of attention will be on a macroscopic examination of the actual role with emphasis on the significance placed upon the sources of authority.

In Chapter VII the focus of attention will be on a microscopic examination of the actual role with emphasis on the functional aspects of behavior.

In Chapter VIII the de facto behavior will be compared with the de jure expectations.

In Chapter IX a summary of the investigation, the conclusions, and the areas in which further research is needed will be discussed.



## FOOTNOTES TO CHAPTER I

<sup>1</sup>"A Project in Educational Leadership", Canadian Education, March, 1952, pp. 9-10.

<sup>2</sup>Ibid., p. 10.

<sup>3</sup>Ibid., p. 8.

<sup>4</sup>Ibid.

<sup>5</sup>G. E. Flower, "Some Problems of the Superintendency in Canada", Report of the CEA-Kellogg Pilot Short Course, May 19-June 5, 1953, Canadian Education, March, 1953, p. 16.

<sup>6</sup>Larger units of school administration were introduced into Alberta beginning in 1936; Saskatchewan in 1945, and British Columbia in 1946.

<sup>7</sup>Robert Dubin, Human Relations in Administration (Englewood Cliffs: Prentice Hall, Inc., 1951), p. 172.

<sup>8</sup>R. M. Dawson, The Government of Canada (Toronto: University of Toronto Press, 1954), p. 24 ff.

<sup>9</sup>Dubin, op. cit.

<sup>10</sup>Ibid., p. 188.

<sup>11</sup>Ibid.

<sup>12</sup>J.B. Sears, Nature of Administration (New York: McGraw Hill Book Company, 1950), p. 276 ff.

<sup>13</sup>Ibid., p. 114.

<sup>14</sup>Ibid., p. 115.

<sup>15</sup>Statutes, Alberta, Chap. 80, Secs., 173-210.  
Statutes, Saskatchewan, Chap. 170, Secs., 51-52.  
Statutes, Nova Scotia, Chap. 78, Secs. 55-59.

British Columbia, Manual of Regulations, Council of Public Instruction.

<sup>16</sup>Ibid.

<sup>17</sup>Dubin, op. cit., p. 116.



FOOTNOTES TO CHAPTER I (continued)

<sup>18</sup>Reports of the CEA Kellogg Course in Educational Leadership, 1953, 1954, 1955, 1956, 1957, prepared for submission to the Canadian Education Association.

<sup>19</sup>Appendix A, Samples 1, and 2.

<sup>20</sup>Appendix A., Sample 3.

<sup>21</sup>Appendix A., Sample 4.





## CHAPTER II

### ORGANIZATION OF THE EDUCATIONAL SYSTEM

In this dissertation organization is considered as the dynamic quality within a structure by which functions are allocated, integrated, and co-ordinated for the attainment of common goals.

An organization comes into being (1) when there are persons able to communicate with each other (2) who are willing to contribute actions (3) to accomplish a common purpose.<sup>1</sup>

The past one hundred and fifty years encompass the story of the development of educational organization in Canada. During this period the people within each province invented, discovered, and introduced the means for communication through a representative and responsible type of government. The history of educational development in Canada also seems to indicate that the willingness of the people to co-operate with government depended to a large degree on the measure of participation they were permitted in the control of education at the local level. The history of education in Canada during this period is the history of the development of these requirements of organization.

The development of education, as a government agency, can be divided into four distinct, though overlapping, stages.



Stage one was marked by paternalism, in which the church authorities played the dominant role in all provinces except British Columbia. Here the place of the church was taken by the Hudson's Bay Company. Stage two was identified by the emergence of local control through boards of trustees elected by local ratepayers. Stage three was characterized by the emergence and establishment of central control measures at the provincial level. Stage four was the story of the development of the larger units of school administration. All of the provinces of Canada, with the exception of Quebec and Newfoundland, followed this pattern, although not in the same chronological order. Upper Canada, or Ontario, provided leadership in the development of the organizational pattern during the first three stages. Other provinces, again with the exception of Quebec and Newfoundland, adopted the pattern with little or no change. In the fourth stage, however, Alberta took the lead in officially accepting the larger unit as a workable unit of school administration on a province-wide basis. Saskatchewan and British Columbia soon followed Alberta. A single experimental unit was established in each of the provinces of Prince Edward Island and Manitoba. The unit in Prince Edward Island was dissolved in 1955 and, while the single unit in Manitoba still continues in existence, no



other units have been established there. Ontario and Quebec (Protestant section) have been experimenting with different types of units for some years. Nova Scotia introduced the unit on a province-wide basis in January, 1956, while New Brunswick is at an intermediate point in the changeover from small-district to larger-unit type of organization.

### STAGE ONE: PATERNALISM

The dominant ideals throughout the first stage were determined almost wholly by the European tradition as expressed in English practice. In Upper Canada and the Maritimes the ruling classes in the colonies were the governors, their associates, and the chief dignitaries of the Church of England. As representatives of the ruling classes in England they were quite definite on the type of education which they were prepared to tolerate in the colonies. The Roman Catholic Church in Quebec, too, placed the emphasis on the European tradition, as transmitted through Catholic France. While outwardly different, Catholic determination and control of education in Lower Canada and Anglican in Upper Canada and the Maritime colonies accepted the same basic tenets which were popular in the established educational institutions in Europe. As in Europe, the ruling classes in the colonies felt that education was the responsibility of orthodox religion. The





dominant church was expected to provide the buildings, organize financial support, insist upon attendance, and see that the curriculum was in accordance with religious principles. The difference in the approach taken by the Roman Catholic Church and the Anglican Church in Canada was one of degree rather than kind.

According to regulations laid down by the English parliament, the Church of England in principle had the right to exercise close control over the educational systems in England and in the colonies. By a law passed by the British parliament in 1604, no person could teach who was not a member of the Church of England and who had not obtained a license from the bishop of the diocese. In the colonies this and other restrictive laws were not rigidly enforced.

In effect, therefore, the restrictions did little more than assure an Anglican tone in the endowed secondary schools and in higher education. Late in the eighteenth century Protestant and Roman Catholic dissenters were given freedom to teach anywhere except in the universities and the great public schools. . . . Gentlemen and adherents of the Church of England in the colonies, whether members of the government, clergymen, or other people of position and influence tried as a matter of course to Anglicize the populace, partly through the Church of England schools, but did not try to enforce extreme measures against a persistent opposition.<sup>2</sup>

### Lower Canada (Quebec)

The primary objective of education in French Canada was and is the spiritual salvation of the individual through





the teachings of the Roman Catholic Church. In this respect the Church and the government supported each other.

This unified program of education helped to make a distinctive type of society which did not change as France changed and did not yield to new world opportunity as other colonies did--a remarkably homogeneous and cohesive society, unique in Canada and perhaps in the Western world.<sup>3</sup>

Quebec still emphasizes the fact that it is different from the rest of Canada. It insists on the right to be different because of language and culture and particularly because of the religious orientation of its philosophy, its government and its system of education.<sup>4</sup>

Phillips advances the thesis that there was no important difference between the Roman Catholic and English points of view in this stage of development.<sup>5</sup> The rebellion of 1837-38, subsequent events which culminated in the Act of Union of 1841, as well as the rapid expansion of secular control and determination of educational development, brought a parting of the ways. Religious control and domination of education in the Maritime provinces about this time gave way to government control and direction. The Anglican Society for the Propagation of the Gospel in Foreign Lands (S.P.G.) relinquished its direction of education in favor of the government.

After 1840 Lower Canada alone continued to develop



its organization in accordance with the principles and philosophy of the Church. The same privileges claimed by the Roman Catholics were accorded the dissentient Protestant groups. As a direct result of this philosophy two distinct educational structures rose in Quebec, one Roman Catholic, the other Protestant.

### Upper Canada (Ontario)

The population of Upper Canada numbered about 70,000 by the year 1800.<sup>6</sup> Over half of this number were United Empire Loyalists who had been given grants of land in the Niagara Peninsula and along the north shore of Lake Erie. During the next fifty years successive waves of immigrants from the United States, Scotland, England, and Ireland more than tripled the population. The Napoleonic wars and the subsequent depression, the cholera epidemic of the early 1830's, and the potato famine in Ireland and Scotland sent huge numbers of people to the colonies. The first immigrants settled along the Great Lakes and the mouths of rivers flowing into them. Later immigrants settled in the more inaccessible lands away from the navigable rivers. The last wave of immigrants of this period, the Irish and Highland Scots, were forced to settle on poor rocky land far in the interior. The little groups of settlements were isolated. Roads were



almost unknown and contact with the outside world was extremely limited.<sup>7</sup>

The government of the colony was largely controlled by an oligarchy known as "The Family Compact", composed of the senior dignitaries of the Church of England, the most influential legislative councillors and members of the leading families of the colony. John Strachan, Bishop of Toronto, and one of the most powerful members of the "Family Compact", dominated the educational scene until 1841. Governors of the colony saw little need for education for the common people beyond the necessity for minimum instruction in the three R's. Both Church and State agreed that advanced education at the secondary school and university levels was necessary only for the training of government leaders and a learned clergy. The educational system which was developed in accordance with these principles gave little recognition to the needs of the common people.

### The Maritime Provinces

Until 1825 the English colony along the Atlantic seaboard was called Nova Scotia. It included the present provinces of Nova Scotia, Prince Edward Island, and most of New Brunswick. The S.P.G. had been granted full control of education in the colony shortly after its conquest by the





British in 1713. This control was further strengthened in 1758 when the Church of England was made the established church of the colony. Persons wishing to teach had first to obtain a license from the S.P.G. and until the end of the eighteenth century there was not ". . . an instance to be found of license to teach granted to any person other than an employee of the S.P.G."<sup>8</sup> The S.P.G. was supported in its work by land grants from the governor and council, grants from the mother body in England, and donations from parents and parishioners.

### Western Canada

The present provinces of Manitoba, Saskatchewan, and Alberta were carved from Rupert's Land, the huge tract given to The Company of Adventurers Trading out of Hudson's Bay. Until 1870, when it became a colony of the Dominion of Canada, Rupert's Land was governed solely by the Hudson's Bay Company. At first the Company was reluctant to take any direct part in providing educational facilities for the children of its factors and traders. Early in the nineteenth century, however, the Hudson's Bay Company adopted a definite policy of encouraging missionaries of all denominations to establish schools. By 1870 mission schools had been





established at widely separated points, mainly through the work of missionaries of four churches: Roman Catholic, Anglican, Wesleyan Methodist, Presbyterian. In point of time, the first Catholic mission was founded at St. Boniface in 1818, the first Anglican missionary school in 1820.

In 1870 the government of Rupert's Land and the Northwest Territories was transferred from the Hudson's Bay Company to the Dominion of Canada. Manitoba, which became a province at this time, was placed in control of education in the new territory. Distance and difficulty of communication, as well as lack of interest, assured little disturbance to the control of the church groups over education. The North West Territories Act of 1880, however, removed control from the churches by giving the Territorial Council power to pass school ordinances.<sup>9</sup> This Council was also given powers to organize and establish new districts as soon as there were ten children of school age in any settlement which petitioned for a school. Some financial assistance was given by the Dominion Government between 1881 and 1885, but most of the money for the support of the local school was raised through local taxation. In 1885 all schools were placed under the control and direction of the Council of the North West Territories.<sup>10</sup>



### British Columbia

British Columbia differed from the other provinces in that the schools were never affiliated with any church. Until British Columbia became part of the Dominion of Canada in 1870, education in the colony was the responsibility of the Hudson's Bay Company. When the Hudson's Bay Company received as a Crown grant the Island of Vancouver in 1849, it agreed to provide homes for the British colonists and education for their children. From 1849 until 1856 the Governor of the colony was solely responsible for education. He retained this responsibility even after the colony was granted an Assembly in 1856. In response to popular demand, the general school system was formally established in 1865 by the Free Schools Act of Vancouver Island.<sup>11</sup>

### Summary of Developments in Stage One

Quebec alone retained the theocratic system of education commonly found in Canada at the beginning of the nineteenth century. In Newfoundland, a colony of Great Britain until it joined the Dominion of Canada in 1949, education was under the control of four churches: Roman Catholic, Anglican, United Church, Salvation Army. Control of education by religious bodies was ended in Upper Canada and the Maritimes by 1840. In Western Canada political and secular control of education came with or shortly after the establishment of



representative forms of government.

## STAGE II: DEVELOPMENT OF AGENCIES OF LOCAL CONTROL

During the first stage of development, Upper Canada was divided into eight districts. Each had a board of trustees appointed by the Lieutenant Governor in Council. The appointees to the boards were Anglicans and the teachers were mostly Anglican clergymen. Although a government grant was made to each of these eight schools, heavy fees were also levied. These fees were kept high enough to ensure that the students would be drawn only from the wealthy and influential classes.<sup>12</sup>

The United Empire Loyalists and settlers from the New England States had come from areas which believed in and fought for a system of universal education under local secular control. They wanted the same privileges in their new homeland. Although representative government gave the settlers and common people a voice in the Legislative Assembly, the "Family Compact" dominated the Legislative and Executive Councils through control of the appointment of the members to these two councils. From 1816 to 1840 the common people, through the Legislative Assembly, sought to amend the legislation pertaining to education. Such legislation, passed in the lower body, was rejected by the Legislative or





Executive Councils.<sup>13</sup> The demands for universal education under secular control became more and more persistent and here and there apparently minor concessions were made. From these minor concessions in 1816 and later, the organization for local control of education developed.

The Common Schools Act of 1816 included provisions whereby the people of any village, town, or township might meet together and arrange for one or more schools, at each of which the attendance must be no less than twenty students. Three trustees were elected with power to appoint teachers and select textbooks from a list prescribed by a District Board of Education. The District Board, made up of men appointed by the Lieutenant Governor in Council, supervised all the schools and apportioned the legislative grants of £100 to each of the districts. The District Board of Education also must approve the recommendation of the local board before a teacher could be dismissed from any school. In 1824 the power to certificate teachers was given to the eight District Boards of Education in the province.<sup>14</sup>

The year 1816 is also significant in New Brunswick and Nova Scotia. By Common Schools Acts in these two provinces, direct grants were made to the trustees or teachers by the government, whereas such grants formerly had been made





only to the S.P.G. for grammar schools in which the privileged minority had a special interest. From this date until 1841 there was little change in the administration of education in the Maritime colonies or in the Canadas.

Growing opposition to the entrenched position of the "Family Compact" culminated in the Rebellion of 1837-38, the Durham Report, and the beginning of responsible government in 1848. The Municipal Act of 1841<sup>15</sup> set up the machinery for local control of school and municipal affairs. The people of the district now were permitted to establish a common school for their children. The minority religious group, either Protestant or Catholic, was also permitted to form a separate committee and establish its own schools. Though the system of local control outlined in this act was found unworkable, it was the forerunner of the Public Schools Act of 1846.

In 1844 Egerton Ryerson was made Superintendent of Education in Ontario, an office he held until 1876. For more than thirty years the story of the educational progress in Ontario is the story of Ryerson's attempts to put into practice his ideas of school administration and government. He was an exponent of central control of education on one hand and a supporter of local determination on the other. Out



of this apparent conflict between two opposing ideas, Ryerson developed a synthesis which holds to this day as one of the most distinguishing characteristics of Canadian education.

Ryerson fully believed that authority in a democratic society, regardless of how strongly reinforced by statute, could not succeed without the support of the people. "Inter-change of ideas on education in regular conventions by parents, teachers, inspectors, clerical, and official visitors is essential to the vitality and cohesion of the whole."<sup>16</sup> Through tours to all parts of the province, attendance at annual meetings of ratepayers, and the publication of the Educational Journal, Ryerson tried to keep his public informed and to assess their needs. He tried to determine the direction of their efforts and to adjust the school system to these necessities. Not only did Ryerson make strenuous efforts to keep the people in the province informed, he also kept in close touch with educational developments in the United States and Europe. He made the study of educational systems of other countries and the study of local conditions a systematic part of his administration.

Ryerson made five extended tours of the United States and Europe. From the United States he borrowed the idea of supporting schools by a uniform rate on property and from



Holland the idea of state inspection. From the United States he learned of the principle of non-partisan control of education and from Ireland central control of textbooks. But while much was borrowed, all was woven into the fabric of an educational pattern which is peculiarly Canadian. As Ryerson stated, " . . . no school law, or school system, can be successful in a free country which does not harmonize with the feelings and circumstances of the people among whom it is established."<sup>17</sup> Following his first tour of fourteen months, Ryerson presented his views in a lengthy report. This report became the basis for the Public Schools Act of 1846. What was not enacted by statute in 1846 was included in later acts. In the concluding remarks of the Chief Superintendent's Annual Report of 1871, Ryerson wrote:

After nearly thirty years' service in promoting what I believed to be the best interests of our School System, I am more than ever profoundly impressed with the conviction of the correctness of the views on these subjects which I expressed in my preliminary "Report on a System of Public Instruction for Upper Canada" which I submitted to the Government in 1846.<sup>18</sup>

Other provinces in Canada borrowed from the report of 1846 rather than from the legislation passed in Ontario between this date and 1872. In Ontario the Public Schools Act of 1871 stands as a landmark in the educational history of the province, but to Ryerson it was but the culmination of





what he attempted to introduce in 1846.

The Act of 1846 established local control as a major principle of school administration in Canada. The duties, responsibilities, and procedures for the election of local boards of trustees set out in this Act are little different from those found in the school acts of eight of the ten provinces of today.<sup>x</sup> Local management of some aspects of school affairs stimulated and maintained a general interest in education. At the same time opportunities were afforded the electors and the elected to apply the principles of democracy in the control of matters of vital and immediate concern. The attainment of responsible government under Lord Elgin in 1848 made the implementation of Ryerson's proposals in education politically possible. The people of the province now had the means of communication to common purposes and direct government agencies towards their attainment.

The people in the Atlantic provinces did not recognize the necessity of local election of trustees as essential to effective operation of their schools. In many cases the courts or justices and magistrates administered the local schools in the name of the province. Until the power to

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<sup>x</sup>Quebec and Newfoundland are the exceptions.





elect trustees was granted, attempts to provide free schools were abortive.<sup>19</sup>

### The Local School District

The Public Schools Act of 1850<sup>20</sup> defined the areas assigned to local control and direction and those reserved to the central control of the province. Provision was made for the division of townships into school sections, each fifteen to twenty square miles in area. The school section was administered by an elected board of trustees with power to select teachers, exercise control over religious instruction and to determine the method of financial support.<sup>21</sup>

The function of the local authority was to be largely administrative subject to the paternalistic oversight of the central government. . . . The province should assume the status of senior partner, critic, guide, and philosopher in a school system having the appearance, perhaps, but hardly the essence of local autonomy.<sup>22</sup>

### Summary of Stage Two

It was through the leadership of Egerton Ryerson that the opposing demands for local control and the determination of the governing groups were synthesized and an acceptable educational organization was developed.



## STAGE III: CENTRALIZATION OF AUTHORITY

From 1840 to 1880 the threat of the "infiltration of Republican ideas"<sup>23</sup> concerned both governmental and educational authorities. Fenian raids and rampant nationalism in the Northern states posed a constant threat of engulfment to the British colonies in Canada. It hurried the divided colonies into confederation in 1867 and, in education, placed emphasis on the necessity for a strong central authority.

In his report of 1846, Egerton Ryerson determined in broad outline the pattern of organization of education in Ontario. Because of the effect which these recommendations had on education in Ontario and other provinces, extensive quotations are made from Ryerson's report:

Fundamental General Principles of School Legislation

Before proceeding to offer any suggestions for amending the present Act of 1843, I desire to lay down two or three principles which I consider fundamental.

1. If it be intended that the System of Public Instruction be Provincial, or national, it must be one throughout the Province. There cannot be a distinct system, or no system, as it may happen, in every County, Township, or School District.
2. In order that a system of instruction may be Provincial, the machinery of it must be so--the various parts of it must be made to move in harmony, the one with the other, and the whole must be subject to one common



direction. This cannot be the case where the different parts are wholly independent of each other--where the County and Township Superintendents, and each Corporation of Trustees, are as independent of the Crown in Canada as they are of that in China.

3. Furthermore, one chief design of a Monarchical system of Responsible Government is to stamp the sentiment and spirit of the public mind upon the administration, as well as upon the legislation of the Country, and to secure the collective acts of the Country against the antagonistic or selfish acts of individuals, or isolated sections. It makes the Executive Government not only the Representative of the whole community in its actual composition, but also in the execution of every part of the law for the benefit of the community. As there is one responsibility, so there must be one authority--one mode of appointing to, and removing from, the head of every Department of authority, whether supreme or subordinate--in all localities and gradations of office. This principle of Responsible Government is contravened by the Common School Act of 1843, in the whole system of local superintendency.<sup>24</sup>

The delineation of function between central and local authorities was made on the basis of distinguishing the difference between the interna and externa of the school system. By 1871 the provincial authority in Ontario was responsible for curriculum, textbooks, provincial examinations, and the training and certification of teachers. In his report of 1846, Ryerson pressed for the establishment of a body of inspectors employed and directed by the central authority. Opposition to this as a form of "Prussian autocracy"<sup>25</sup> forced Ryerson to compromise on the employment of inspectors by municipal and township boards.<sup>26</sup> Control of the





curricular and supervisory services by the provincial department were " . . . in effect, natural outgrowths of the desire to achieve uniformity and common direction for education in Upper Canada."<sup>27</sup>

The externa of the school system included those aspects with which the local people were the most concerned. These are medical inspection and sanitation, the employment and dismissal of teachers, the construction, maintenance and repair of school buildings and premises, the equipment in the school, supplies for teacher and pupils, and the raising and expenditure of money. With few exceptions these same powers have been retained by local boards. The detailed powers of local and central authorities will be discussed later under the topics of structure and legal authority.

The Act of 1871, in Ryerson's opinion, achieved the main objectives of free schools for all, the improvement of school inspection, the uniform classification of teachers, and a uniform curriculum. The sections of this act dealing with curriculum give Ryerson's concepts of the function of the school in Canadian society. In his own words Ryerson states:

1. The course of study proposed should not be beyond the reasonable capacity for the pupils for whom it is intended.





2. The course of study prescribed should be sufficiently comprehensive to be adapted, not only to the pursuits and occupations of the people, but also to individual groups or classes of pupils.<sup>28</sup>

To ensure continuity and full support for education in both grammar and high schools, the law contained provisions which directed "that High Schools shall be provided for by local rate equally with Public Schools"<sup>29</sup>, and "the subjects for admission to the High Schools shall be the same as those prescribed for the first four classes of the Public Schools."<sup>30</sup> The new act also required that each high school hold a written entrance examination, the results of which were subject to the approval of the high school inspector.<sup>31</sup>

Possibly the most effective measure for central control of the interna and certainly one carrying disciplinary sanctions was the control of external examinations. Ryerson urged the adoption of a uniform standard of admission to high schools and collegiates in the province. Further, diplomas or certificates given to students were to be granted only on attainment of a passing mark of at least fifty per cent on a series of examinations prepared by the central authority.<sup>32</sup>

### Central Control in Other Provinces

The Maritime provinces kept in step with Ontario in the development of similar measures of central control. However,



Inspectors were appointed by the central authority and given the power and responsibility for acting in the name of the provincial department many years before Ryerson's recommendation was fully implemented in Ontario.

Manitoba, as part of Rupert's Land, had developed a school system based upon missionary control. In the Red River Colony, the church had assumed responsibility for providing schools and teachers and funds for their operation. In 1871 Manitoba joined the Dominion of Canada as a province, and a year later an act was passed patterned on the famous report of 1846.

The transition from theocratic control of education to the Ontario system took longer in that part of the North West Territories which is now Alberta and Saskatchewan than it had in Manitoba. The transition period lasted from 1870, when this territory became a colony of the Dominion of Canada, to the School Ordinance Act of 1892. For the first five years the schools in the North West Territories were under the control of the Lieutenant Governor in Council for Manitoba. In 1884 the Ordinance for the Organization of Schools in the North West Territories placed the schools under a Board of Education consisting of two sections, one Protestant and the other Roman Catholic. Each section of six members had complete



control of its own schools, the grading and examination of pupils, licensing of teachers, appointment of inspectors, as well as the determination of curricula and textbooks.<sup>33</sup>

For a time it seemed that the Quebec system of educational administration would predominate. The rapid increase in settlers from Ontario after 1881, however, swung public favor to the Ontario model. The Ordinance of 1892 made the basic design as that in Ontario.<sup>34</sup> The School Ordinance Act of 1901 established a Department of Education to control all matters pertaining to schools and school districts. The head of the department, the Minister, was to be a member of the Executive Council, with power to appoint such officers and staff as might be required.<sup>35</sup> When the Alberta and Saskatchewan Acts were passed in 1905, this organization became an intrinsic part of the educational organization of each province.

In British Columbia, the Free School Acts passed in 1865 and 1869 were found unworkable and shortly after the province entered confederation in 1870 the Ontario system as set out in Ryerson's report of 1846 was adopted.<sup>36</sup>

### Summary of Stage Three

The Hope report summarizes the pattern of development in six of the seven provinces which formed part of the Dominion of Canada in 1900:





The pattern usually followed involved roughly the following two steps: (1) The populated area of each province, including the urban centres, was divided into hundreds of small rural school sections or districts, or into urban wards. Each of the former average four to six miles square in area, supported one school, which usually had but one teacher, and was administered by an elected board of trustees, usually three in number. (2) "Districts" within cities and towns were amalgamated to form one school unit under a single board.<sup>37</sup>

#### STAGE IV: LARGER UNITS OF SCHOOL ADMINISTRATION

Pioneer conditions in the Canadian provinces demanded only that the people be able to read, write, and cipher.

With wealth and opportunities spread rather evenly over rural and urban areas, the great majority of people employed in basic industries found little need for advanced education. The one-roomed school with an attendance area small enough for children to walk to school in good weather and not too far for a team and sleigh to travel in the winter met the needs of most students. The secondary school was in fact a vocational school for the small number of students who planned to enter the professions or the clergy.

The rapid expansion of technology brought about a concentration of wealth and industry in the urban centres. As the cities grew in size the financial resources at their command made it possible for them to meet the demands for better training placed upon their educational system by industry. The mechanization of the farms and the increase





in the size of the farmstead, particularly in western Canada, made it necessary for large numbers of young people to leave rural areas and seek employment in cities. They found that the one-roomed rural school had not provided them with the knowledge and skills needed to compete in the labor market with those educated in urban schools.<sup>38</sup> Lack of sufficient numbers of pupils and of financial resources made it impossible for the small rural school to offer the same educational opportunities as the urban school. In fact, many districts found it difficult during the 1920's to finance the minimum program. The depreciation of land values subsequent to and during the depression of the 1930's forced large numbers of these small districts to the verge of bankruptcy. Two factors, economic difficulties and the inequalities in the educational opportunities available to the students in urban areas and in rural districts, made a reorganization of the administrative structure essential. The Report of the Royal Commission on Education in Ontario sums up the solutions adopted by various provinces in Canada in these words:

In states and provinces where economic stress was a less pressing factor than sparsity of population a more common method of meeting the demands for equalization between rural and urban areas was the enlargement of the unit of administration through the consolidation of attendance areas. States and provinces which did not adopt either the county unit or consolidation of attendance areas



fall into one of the following three categories: (a) those whose units of administration were already large enough to meet the needs brought about by the economic and social changes; (b) those whose comparative wealth enabled them to meet the increased demands in spite of poor district organization; and (c) those which, not being in either class (a) or (b), made no changes despite economic necessity, reputedly owing to educational apathy.<sup>39</sup>

In New Brunswick and Nova Scotia consolidation for financial purposes was made after World War II. In 1956, Nova Scotia moved to more extensive consolidation of powers in the hands of the central board.<sup>40</sup> The radical developments took place in Western Canada.

In 1944 the Honourable Mr. W. S. Lloyd, Minister of Education for Saskatchewan, expressed the thinking of most of the educational administrators in Western Canada when he said:

There are two basic needs which must be faced immediately--the need to provide more equitable opportunities in education, and the need to distribute educational costs. In short, education must be accepted as a collective social responsibility. The larger unit will make steps in this direction possible. The province must then be prepared to equalize further between units.

We must emphasize that it will not be sufficient merely to extend present opportunities. Educational offerings must be diversified as well as extended: both the cultural and the practical aspects of education must be placed within the reach of more students. This will require buildings, equipment, supervision and above all--planning. It is the conviction of the Department of Education that these cannot be effectively and efficiently provided within the limitations



of the small unit system. . . . On the other hand the larger unit does provide a vehicle by means of which the objectives stated above may be realized.<sup>41</sup>

### Early Developments in Establishing Larger Units of Administration

After 1900 several of the provinces of Canada gave serious consideration to the development of units of administration larger than the small school section or school district. In 1905 British Columbia passed legislation which made each organized municipality a single district. Some twenty-eight district municipalities, equivalent to the township in Ontario, were set up under this legislation, but almost ninety per cent of the schools in the province were not affected since they were in what was known as unorganized territory. Although permissive legislation was passed in 1916 to allow individual districts to join together to become consolidated districts very few were organized. In 1924 J. H. Putnam and G.M. Weir were commissioned to make a survey of the school system. They recommended that the government bring about consolidation of "assisted" schools wherever possible, with or without the consent of the local boards.<sup>42</sup> Most of the recommendations, however, were too radical for the government of the day and little was done until 1933 when the first experimental unit was organized in the Peace River Block.







In the prairie provinces, Manitoba, Saskatchewan, and Alberta, the movement toward consolidated schools reached its peak between 1917 and 1924.<sup>43</sup> Several small rural school districts were merged to form one large district for the prime purpose of providing high school as well as elementary education for their students. By 1924 over one hundred consolidated districts had been formed in Manitoba, forty-four in Saskatchewan, and forty-five in Alberta. In the latter province practically all of these districts have been absorbed by the larger units of administration. In Saskatchewan the same process is going on and within a few years it is expected that the consolidated district will be a thing of the past.

In the provinces in the eastern zone, Nova Scotia and New Brunswick, consolidation is proceeding more and more rapidly and is becoming accepted as the intermediate step toward the establishment of the larger unit on the western model.<sup>44</sup>

The Report on Education in Ontario summarizes the situation in that province quite adequately in the following statement:

The present situation with respect to the constitution of local units of school administration and local education authorities is, to say the least, confusing. The number of types of units and the lack of correlation with municipal organization result in a situation where



the exceptions are often more apparent than the general rule. . . . The units of school administration in Ontario can be classified in different ways: according to the type of municipality of which they are composed; according to the method of their creation; according to the number of pupils enrolled in their schools; according to their area; according to whether they are rural or urban; or according to the type and extent of education offered by the authority responsible.<sup>45</sup>

### British Columbia

The term "larger unit of school administration" was first used in 1933 in reference to the famous experiment carried on in the Peace River area. Because of economic difficulties a group of seventeen schools agreed to join together under the official trusteeship of the inspector of schools. The department of education gave its blessing, but not its official recognition, to the experiment. The results were so good during the first year of operation that four more units were formed the following year. In 1935 the Council of Public Instruction gave official recognition to the success of the experiment. The five units were organized into one superintendency and placed under the inspector as official trustee. All former district boundaries were abolished and the official trustee was given full power to exercise all the authority of the former board of trustees. The local boards were retained as advisory bodies. In addition an area council of five members was appointed to advise on matters of general policy.<sup>46</sup>



In 1937 permissive legislation was passed to allow for the formation of other experimental units. Following a plebiscite in favor of the experiment, one unit was established in the Matsqui-Sumas-Abbotsford area and one in the Nanaimo-Ladysmith area on Vancouver Island. The former area was made up of rural- and village-type municipalities while the latter was a rural-city type of administrative unit. In all cases the ratepayers could demand a vote on the continuance of the unit within three years. At the end of the allotted time no votes were asked for in any one of the three experimental units. The initial units, all different in kind and composition, demonstrated the value of the larger unit of administration to the government of the province.

In 1944 Dr. M. A. Cameron was appointed as a commission of one to inquire into educational finance and administrative reorganization. His report, presented to the government in 1946, strongly recommended that the larger unit of administration on a province-wide basis be introduced immediately as the only feasible solution to the imminent breakdown of the traditional system of organization. Since the three experimental units had proven the success of the new type of organization and since the people within these units had indicated their approval by not asking for a vote, the report





recommended that the remainder of the province be organized on a similar basis without further reference to the people. Cameron's recommendations were put into effect through amendments to the Public Schools Act and the new organization came into effect in April of 1946.<sup>47</sup> Great differences in the geographical and physical characteristics throughout the province necessitated three main types of districts as compared with the single pattern type in Alberta and Saskatchewan. In all, the province was divided into seventy-seven larger units of administration. Twenty-three small rural districts remained outside the larger organization because of isolation and long distances between communities.

### Alberta

Reorganization of the educational structure in Alberta had been under consideration for many years prior to 1936, but changes had been opposed consistently by the School Trustees' Association. In spite of the economic difficulties faced by most of the rural boards in the province, the school trustees fought to retain the small district as the basic unit.

In two areas of the province economic conditions had forced extreme measures. The discovery of oil in 1928 in Turner Valley had brought in a large influx of workers. A large and rapid increase in the school population brought the





small district face-to-face with bankruptcy.<sup>48</sup> The boards of trustees in the Turner Valley field resigned, and the whole area was placed under the control and direction of the inspector as the official trustee. Near Hanna, drought conditions drove so many settlers off the land that no one district had the financial resources to keep a school open for those who remained. In 1933 sixty-seven districts were combined to form the Berry Creek School District under the administration of the inspector as official trustee. In both cases all the assets and liabilities of the old districts were assumed by the new district and the inspector assumed the full responsibilities of the former school boards.<sup>49</sup> Under an official administrator with the resources of a large area at his command, both districts found it possible to overcome their economic problems much more satisfactorily than the neighboring small districts.

In 1935 the first Social Credit government, under the Honourable William Aberhart, came to power in Alberta. One of the first acts of the new government was to deal with the problem of educational administration in the province. In the first legislature the School Divisions Act provided for the immediate organization of the small districts into larger units. Since the government felt it had received, through



the recent election, a mandate from the people to deal with the problems in education, no provision was made in this act for further plebiscites or votes. Within three years the whole province, with the exception of a few isolated districts, was organized into fifty-six school divisions.

Legislation in 1936 also provided for extensive changes in other aspects of education in Alberta. In the Annual Report of the Department of Education in 1936 the Deputy Minister stated:

Many happenings of more than usual interest in the field of education took place during the year just closed. Outstanding amongst these were:

- a. The introduction of the new enterprise or activity system of education in the elementary school
- b. The beginnings of an "Intermediate School" organization
- c. The granting of professional status to teachers
- d. The re-organization of rural administrative units into large groups of schools or "Divisions"
- e. Revision of the regulations governing teacher selection and training
- f. Further increase in the number of new school districts organized
- g. The highest percentage of pupils in secondary grades in our history.<sup>50</sup>

Since 1936 much legislation has been concerned with local governing bodies in the rural areas. The introduction of the larger unit of administration in school affairs has been followed by the application of the same principles to municipal government. The larger municipalities were roughly co-terminus with the school division boundaries. A



Co-Terminus Boundary Commission spent considerable time and effort in making adjustments in boundaries to bring the larger units of administration in school and municipal affairs together.<sup>51</sup>

In 1950 permissive legislation was passed which provided an opportunity for either the board of trustees of the school division or the municipal council to petition for the formation of a county. This type of organization made it possible for the administration of both school and municipal affairs to be placed under a single elected body. The county board was to have two committees, one for education and one for municipal affairs. The ratepayers of the county might ask for a vote on the continuance of the unit at the end of four years.<sup>52</sup> Between 1951 and 1956 seven counties were established.

### Saskatchewan

In 1915 the premier of Saskatchewan, Walter Scott, and the leader of the opposition joined to urge the legislature to take steps to reduce the inequalities in educational opportunity between the students in rural and urban areas. In 1917 Dr. Foght, an expert in school administration, was called in to make a survey of educational conditions in the province. After two years of work Dr. Foght presented





his report to the government in 1919.<sup>53</sup> Along with many other recommendations concerning finance, supervision, curriculum and administration, he recommended the municipality as the unit of administration in education. His report and recommendations were pigeon-holed largely because of the popularity of the consolidated school and its apparent success in providing secondary school education to large numbers of rural students.

With the onset of the depression the critical conditions in the rural areas of the province came to the fore. In 1933 a committee on school finance under the chairmanship of N. L. Reid, the Director of School Administration in the Department of Education, recommended the reduction in the size of the inspectorates from 150 school districts to fifty.<sup>54</sup> School boards would then come to rely more and more on the advice of the superintendent, who, because of the reduction in size of the superintendency, now could meet with the boards more often. Naively, the committee felt that the superintendent could then persuade the fifty boards to assign their duties and responsibilities to a single board. The only responsibility demanded of the department then would be to accept the reorganized district as a consolidated area.

In Saskatchewan, as in Alberta, the Teachers'



Federation gave strong support to efforts on the part of the government to seek more efficient and effective administration at the local level. The trustees of the local district boards, on the other hand, opposed any changes which would affect their position or powers. Their solution to the problem was simple--more money from the government in the form of grants. The local boards of trustees were handicapped only in their ability to raise money, not in their ability to spend it.

By 1937 the situation was extremely critical. A committee on school administration was convened under the chairmanship of Mr. Justice Martin. The report stressed the deplorable condition of the financial situation in practically all parts of the province. They recommended that immediate action be taken to introduce the larger unit of administration on a pattern similar to that found in Alberta.<sup>55</sup> A compromise between those who wanted the introduction of the larger unit and those who opposed it was worked out. In 1940 the legislature passed the School Divisions Act modelled almost entirely on the School Divisions Act of Alberta, with one important difference. In Saskatchewan no inspectorate would be organized as a larger unit until a petition was received signed by at least twenty-five per cent of the rate-payers for a vote. If a majority of the voters were in



favor of the larger unit, it would be brought into effect.<sup>56</sup> As crops and prices improved under war conditions improved finances hid the necessity for reorganization. Consequently, no area took advantage of this legislation.

In 1944 the C.C.F. party took office for the first time and, like the Social Credit party in Alberta nine years earlier, introduced legislation providing for the immediate organization of the province on the basis of larger units. The most important change made in the School Divisions Act was that the larger unit would come into effect unless the people petitioned for a vote against it. If the vote was not favorable to the unit, then none would be introduced. Further, at the end of five years the ratepayers in any superintendency could petition for a vote on the continuance of the larger unit.<sup>57</sup> At the end of 1956 there were still four superintendencies in the province which were composed of small districts.

### Nova Scotia

Evolution of the larger unit of administration in the provinces on the eastern seaboard has progressed more slowly than in western Canada. The Superintendent of Education pressed for consideration of the municipality as the unit of administration for many years before enabling legislation





was passed in 1943 following the report of a Commission which recommended the municipality as a fiscal unit.<sup>58</sup> Here, as in Saskatchewan, much of the responsibility for obtaining the acceptance of the idea of the larger unit among the rate-payers and public in a local area rested with the inspector. The plan went into operation in two counties on an experimental basis in 1943.<sup>59</sup> By 1950 all of the rural municipalities (21) were fiscal units. In 1954 a Royal Commission on School Finance strongly recommended that the municipality become the unit for all educational administration.<sup>60</sup> In January, 1956, the boards of trustees made up of three members appointed by the municipal council and three members appointed by the Lieutenant Governor in Council took over control of educational affairs.<sup>61</sup>

### New Brunswick

In 1937, Mr. Plenderleith, former Inspector of Schools in the Peace River Block in British Columbia, and probably the person most responsible for its success, was invited to New Brunswick as an instructor in a class on rural administration. The class made a survey of King's County; the resulting recommendations advocated a county unit based on the municipality.<sup>62</sup> In 1943 the government assumed approximately fifty per cent of the cost of buildings and equipment





of rural high schools. At the same time the financing of the schools was placed under a county board made up, as in Nova Scotia, of four appointees of the Municipal council and three of the Lieutenant Governor in Council.<sup>63</sup> The county thus became the unit for taxation and for financing the minimum program; the local districts remained as the basic administrative units and as units for the financing of all expenditures above the minimum program.

The county unit in New Brunswick cannot properly be called a larger unit of administration as the powers of appointing the teachers and for capital expenditure, as well as the details of operating the external of the school, still rest with the local boards. In many ways it is an intermediate step between small local district control and the larger unit as known in western Canada. Many of the inspectors in New Brunswick have given much time and effort to the development of consolidations of small school sections within their inspectorates. Where several small school boards agree to the merger a central board of five to seven members assumes control of the new consolidated district. The majority are elected and the minority are appointed by the Lieutenant Governor in Council.<sup>64</sup> In New Brunswick the larger unit of administration is coming slowly, more by a process of attrition than evolution.



Summary of Stage Four

Stage four is primarily concerned with the story of the willingness of important and influential groups to participate in a solution to the problem of educational administration. In all provinces now having larger units of administration senior officials of the department and teachers' organizations supported the idea of larger units for many years before they became established. During this time their efforts were balked many times by the boards of trustees. The latter opposed the change because it increased the size of the unit of administration and thereby reduced the local, personalized control of education. Through their influence in the local communities, the boards made it politically inexpedient for the member of the legislature to ignore their wishes.<sup>65</sup>

It took many years of economic stress and steady demands for more equality of educational opportunity to change this core of opposition to grudging acceptance. It took many more years to gain the full support of former members of boards of trustees for the new organization.



| <u>Interna</u>                     | <u>Externa</u>                        |
|------------------------------------|---------------------------------------|
| Courses of Study                   |                                       |
| External Examinations              |                                       |
| Textbooks                          |                                       |
| Methods of Instruction             |                                       |
| Teacher Training and Certification |                                       |
| Pupil Progress                     |                                       |
| Inspection and Supervision         |                                       |
| Adult Education                    |                                       |
| Centralization                     |                                       |
| Construction of Buildings          |                                       |
| Finance                            |                                       |
| Instructional Materials            |                                       |
| Public and the School              |                                       |
| Salary--Teachers                   |                                       |
|                                    | Working Conditions of Teachers        |
|                                    | Classroom & Playground Equipment      |
|                                    | Employment of Staff                   |
|                                    | Maintenance of Buildings and Premises |

Figure 1. Interna and Externa in Education.





## FOOTNOTES TO CHAPTER II

<sup>1</sup>Chester I. Barnard, The Functions of the Executive (Cambridge: Harvard University Press, 1947), p. 82.

<sup>2</sup>Chas. E. Phillips, The Development of Education in Canada (Toronto: W. J. Gage & Co., 1957), p. 38.

<sup>3</sup>Ibid., p. 33.

<sup>4</sup>Ibid., p. 26.

<sup>5</sup>Ibid., p. 30.

<sup>6</sup>Ontario, Report of the Royal Commission on Education in Ontario (Toronto: King's Printer, 1950), p. 9.

<sup>7</sup>C.P. Collins, "Colonization in the British Empire, 1837-1852", (Unpublished master's thesis, University of Saskatchewan, 1942), p. 90.

<sup>8</sup>Phillips, op. cit., p. 60.

<sup>9</sup>Statutes of Canada, 38 Vict., c. 48, Secs. 3-7.

<sup>10</sup>A. Shortt and A. G. Doughty, Canada and Its Provinces (Toronto: Edinburgh University Press, 1914), Vol. 19, p. 222.

<sup>11</sup>Denis C. Smith, "A Study of the Origin and Development of Administrative Organization in Educational Systems of British Columbia", (Unpublished doctoral thesis, University of California, 1952), pp. 8-10.

<sup>12</sup>Phillips, op. cit., pp. 111-112.

<sup>13</sup>Ibid.

<sup>14</sup>Ibid.

<sup>15</sup>Statutes of Canada, 4 & 5 Vict., c. 29.

<sup>16</sup>C.B. Sissons, Egerton Ryerson, His Life and Letters (Toronto: Clarke Irwin & Co., 1947), Vol. 2, p. 152.

<sup>17</sup>J. G. Hodgins (ed.), Historical and Other Papers and Documents Illustrative of the Education System of Ontario (Toronto: King's Printer, 1911), Vol. 3, p. 324.



## FOOTNOTES TO CHAPTER II (continued)

- <sup>18</sup>Ibid., p. 320.
- <sup>19</sup>Phillips, op. cit., p. 128.
- <sup>20</sup>Statutes of Canada, 13 & 14 Vict., c. 48.
- <sup>21</sup>Ibid., Sec. 21.
- <sup>22</sup>T. C. Byrne, "The Historical Development and Evaluation of the Provincial Leadership in the Field of High School Instruction for the Province of Alberta" (unpublished doctoral thesis, University of Colorado, 1956), p. 26.
- <sup>23</sup>Phillips, op. cit., p. 132.
- <sup>24</sup>Hodgins, op. cit., pp. 162-3.
- <sup>25</sup>Phillips, op. cit.,
- <sup>26</sup>Ontario, Report of the Royal Commission on Education, op. cit., p. 13.
- <sup>27</sup>Byrne, op. cit., p. 27.
- <sup>28</sup>Hodgins, op. cit., pp. 237-238.
- <sup>29</sup>Statutes of Ontario, 34 Vict., c. 33, Sec. 36.
- <sup>30</sup>Hodgins, op. cit., Vol. 22, p. 115.
- <sup>31</sup>Statutes of Ontario, op. cit., Sec. 38.
- <sup>32</sup>Hodgins, op. cit., Vol. 23, p. 265.
- <sup>33</sup>Ordinances, North West Territories, 1884, No. 5.
- <sup>34</sup>Ordinances, North West Territories, 1892, No. 22.
- <sup>35</sup>Ibid., 1901, c. 29, Secs. 3-7.
- <sup>36</sup>Smith, op. cit., p. 8 ff.
- <sup>37</sup>Ontario, Report of the Royal Commission on Education, op. cit., p. 252.



## FOOTNOTES TO CHAPTER II (continued)

<sup>38</sup>Your Child Leaves School, Second Report, Canadian Research Committee on Practical Education (Toronto: W.J. Gage & Co., 1950), p. 29.

<sup>39</sup>Ontario, Royal Commission Report on Education, op. cit., pp. 244-245.

<sup>40</sup>Statutes, Nova Scotia, Chapter 78 (1956 Amendments).

<sup>41</sup>Saskatchewan, Department of Education, An Explanation of the Larger Units of Rural School Administration (Regina: King's Printer, 1944), p. 6.

<sup>42</sup>J. H. Putman and G. M. Weir, Survey of the School System, (Victoria: King's Printer, 1925), pp. 12-13.

<sup>43</sup>See Annual Reports, Departments of Education, Alberta, Saskatchewan, British Columbia, 1918-1925.

<sup>44</sup>Interview with Inspectors of Schools, Nova Scotia and New Brunswick, May, 1957.

<sup>45</sup>Ontario, Report of Royal Commission, op. cit. p. 214.

<sup>46</sup>British Columbia, Department of Education, School Organization in British Columbia (Victoria: King's Printer, 1925), pp. 12-13.

<sup>47</sup>Statutes of British Columbia, Archives of British Columbia (Victoria: King's Printer, 1946).

<sup>48</sup>J. C. Jonason, "Larger Units of Administration in Alberta" (unpublished doctoral thesis, University of Oregon, 1951), pp. 70-71.

<sup>49</sup>Ibid.

<sup>50</sup>Alberta, Department of Education, Annual Report, 1936, p. 6.

<sup>51</sup>Statutes of Alberta,

<sup>52</sup>Alberta, Department of Education, Report of Commission on Co-Terminus Boundaries, 1954.





## FOOTNOTES TO CHAPTER II (continued)

<sup>53</sup>H. W. Foght, A Survey of Education, A Report to the Government of the Province of Saskatchewan (Regina: King's Printer, 1918).

<sup>54</sup>N. L. Reid, "School District Finance (Regina: Department of Education, 1933), p. 4. (Mimeographed.)

<sup>55</sup>Saskatchewan, Department of Education, Report of the Committee on School Administration (Regina: King's Printer, 1940), p. 37.

<sup>56</sup>Statutes of Saskatchewan, c. 76, Sec. 4.

<sup>57</sup>Ibid., c. 41, Sec. 8.

<sup>58</sup>H. P. Moffatt, "Financing Public Education in Nova Scotia" (paper presented to Institute of Public Administration in Canada, 1956).

<sup>59</sup>Ibid.

<sup>60</sup>Nova Scotia, Department of Education, Report of the Royal Commission on Public School Finance (Halifax: King's Printer, 1954), p. 83.

<sup>61</sup>Nova Scotia, Department of Education, Annual Report, 1956, p. vi.

<sup>62</sup>New Brunswick, Department of Education, Annual Report, 1939, p. 39.

<sup>63</sup>New Brunswick, Department of Education, Report of the Royal Commission on Financing of Schools, op. cit., p. 55.

<sup>64</sup>Ibid.

<sup>65</sup>Interviews with Senior Officials, Departments of Education, Saskatchewan, Alberta, British Columbia.



## CHAPTER III

### STRUCTURE AND AUTHORITY

#### STRUCTURE

Organization is primarily concerned with functions and functional analysis; structure with authority and the effectiveness of communication. Organization is dynamic; structure is static. Structure is used by organization for the systematic control of behavior and activities so that goals can be achieved.<sup>1</sup>

Structure is a systematic arrangement of statuses and roles. The status of a position is determined by (1) the relationships established, (2) the necessities of the chain of command, (3) law and regulation. All individuals and groups associated with the institution occupy a status position.<sup>2</sup>

The educational structure in each of the provinces conforms closely to the main characteristics of bureaucracy as identified by Weber.<sup>3</sup> These are (1) the distribution of the regular activities in a fixed way as official duties; (2) each lower office is under the control of a higher one;



(3) employment is based on technical qualifications and the employee is protected against arbitrary dismissal; (4) the performance of activities and discharge of responsibilities is governed by a system of laws and regulations designed to ensure uniformity; and (5) the ideal official is expected to conduct his office and perform his functions with impersonal regard for the common good.

### The Canadian Model

An examination of the structure of each Department of Education in Canada, with the exception of Quebec and Newfoundland, reveals many common aspects. These were summarized in 1950 in the official publication of the Canadian Education Association, Canadian Education.

The administration of education in each province is carried on by a department of education whose personnel is somewhat as follows;

#### Minister of Education

- May or may not be a professional educator
- Along with the provincial Cabinet determines educational policies
- Responsible for the administration of the provincial education program.

#### Deputy Minister of Education

- A civil servant, senior in the department
- A professional educator
- Advises the minister and carries out the policies
- Provides continuity since he does not change with the government
- Known by other or additional titles in some provinces.





Chief Superintendent, or Chief Inspector of Schools  
Heads up the inspectorial or supervisory staff.  
(Each province has a corps of officials acting as  
inspectors or supervisors of the schools of the  
province).

Director of Curriculum.

Director of Vocational Education.

High School Inspectors.

Elementary School Inspectors.

Registrar.

Accountant.

Manager of Textbook Branch or Bureau.<sup>4</sup>

The only provinces which differ markedly in structure from the model and in the basic characteristics are Quebec and Newfoundland. While each of the provinces differs somewhat in the number of positions, the amount of similarity in the basic bureaucratic structure among all of the provinces is considerable.

Table III indicates considerable difference in the number of authorities recognized by the provincial government as having responsibilities for school systems in Canada, but the differences are more apparent than real.<sup>7</sup> In the two provinces of Nova Scotia and New Brunswick, for instance, there is a gentleman's agreement which permits public schools which are admittedly Roman Catholic. Both have large French Canadian minorities and, where the geographical area is



TABLE II

SELECTED CHARACTERISTICS OF VARIOUS PROVINCIAL  
DEPARTMENTS OF EDUCATION<sup>5</sup>

[illegible]



TABLE III  
SYSTEMS OF PUBLICALLY OPERATED SCHOOLS  
IN THE PROVINCES OF CANADA<sup>6</sup>

|               | All<br>Under<br>One<br>Local<br>Authority | Religious<br>Separate<br>Schools | Separate<br>Authorities<br>for<br>Secondary<br>Schools | Total<br>Possible<br>Authority<br>for one Area |
|---------------|-------------------------------------------|----------------------------------|--------------------------------------------------------|------------------------------------------------|
| Br. Columbia  | x                                         |                                  |                                                        | 1                                              |
| Alberta       |                                           | x                                |                                                        | 2                                              |
| Saskatchewan  |                                           | x                                | x                                                      | 3                                              |
| Manitoba      | x                                         |                                  |                                                        | 1                                              |
| Ontario       |                                           | x                                | x                                                      | 3                                              |
| Quebec        |                                           | x                                |                                                        | 2                                              |
| New Brunswick |                                           | x                                |                                                        | 1                                              |
| Nova Scotia   | x                                         |                                  |                                                        | 1                                              |
| P. E. Island  | x                                         |                                  |                                                        | 1                                              |
| Newfoundland  |                                           | x                                |                                                        | 4                                              |





mainly such, a French Canadian inspector is usually assigned to the area. In addition, these "Acadian" schools have what is known locally as an "Acadian visitor" who fulfills much of the function of an inspector who advises and directs in respect to religious education.<sup>8</sup>

### Larger Units of Administration

The larger units of administration were organized for the purpose of placing the local administration of schools on a stronger financial basis and of providing better educational opportunities for the boys and girls in the rural areas. By placing one board of trustees in charge of an area administered formerly by eighty or more boards, the single board found its potential power resources greatly increased. The new power ratio between the central authority and the local authority brought new forces into play. These, in turn, demanded a rearrangement of status positions and channels of communication within the structure. In some cases fresh demands were met by the addition of new positions only; in others important changes were made in the internal structure and lines of authority. None of the senior directors interviewed in the three provinces in the western zone was prepared to say that the structure as it exists now (1956) is entirely satisfactory.



## I ALBERTA

Between 1935 and 1945 the pressures for new services from the Department of Education brought an increase in the number of branches and sub-branches.<sup>9</sup> In many instances the head of each of these branches reported directly to the deputy minister. So much time and effort of the deputy minister was consumed with the details of administration that he was not able to perform effectively his functions as the senior officer of the department.

A reorganization of the internal structure of the department took place in 1945. The ranking of status positions was changed with the redistribution of the official duties. Figure 2 is a schematic illustration of the internal structure of the Alberta Department of Education in 1936; Figure 3, the same department in 1956, twenty years later. Although more branches had been added to the structure, the number of people or directors reporting to the deputy minister had not increased. Until 1935 the chief inspector's branch was concerned only with the inspection of elementary schools. In 1956 the chief superintendent was head of the Division of Instruction and responsible for all aspects of supervision and instruction. Second only to the Division of Instruction in 1956 was the Division of School Administration--



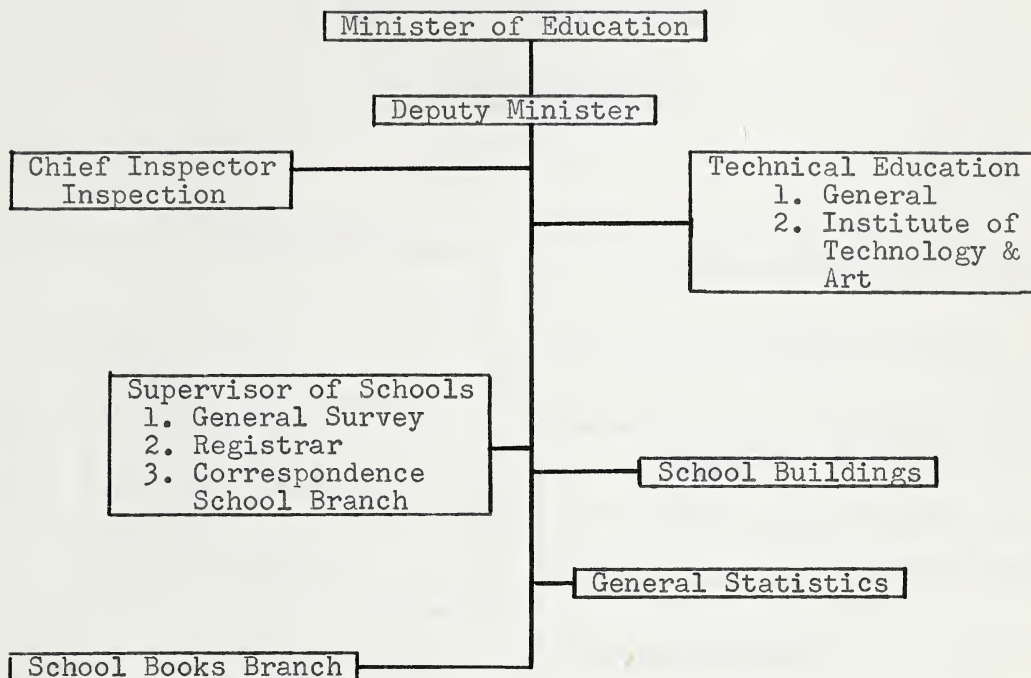


Figure 2. Structure of the Department of Education, Alberta, 1936.

(from unpublished paper, Department of Education, Alberta, 1936.)





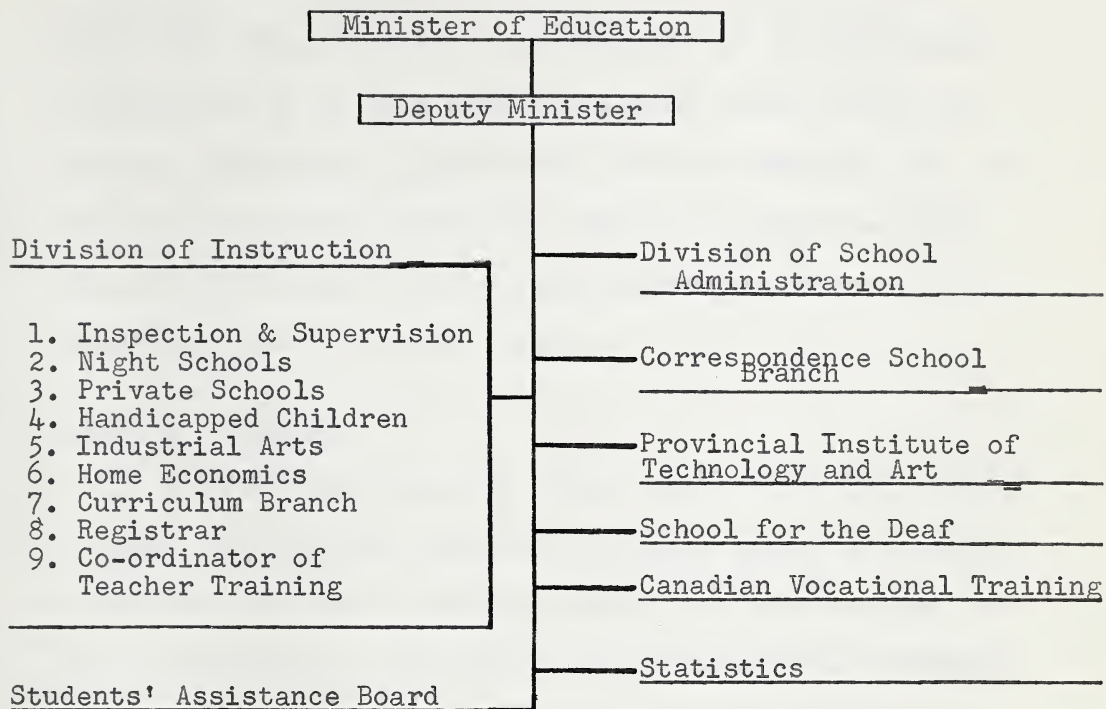


Figure 3. Structure of Department of Education, Alberta, 1956.  
 (from unpublished paper, Department of Education, Alberta, " )



a branch which was not present at all in 1936. As one traces the changes within the structure of the Department of Education in Alberta during the past twenty years, he finds an adjustment to change not only in function, but in structure and status position. This is a characteristic which is not evident to any great extent in either Saskatchewan or British Columbia.

### Boards of Trustees

In 1936 approximately eighty school districts, more or less, were brought together to form a school division.<sup>10</sup> At the time no town or village districts were included, but later amendments to the School Act corrected this weakness. At the present time most of the villages and towns in the province are included in the school divisions.

Each school division was divided into five subdivisions, with a board member elected by the ratepayers from each subdivision. Each member held office for a period of two years, with members from the even-numbered subdivisions and odd-numbered subdivisions being elected in alternate years. All assets and liabilities of the school districts contained within a school division were taken over and practically all the powers and responsibilities of the former district boards were invested in the central school division



board. These powers and duties are specified later in this study in a section on the legal powers of boards of trustees.

### Local Boards of Trustees

Local boards of trustees were retained in Alberta. They were primarily responsible for making recommendations concerning the care and maintenance of the schools in operation in their district. For some years after the establishment of school divisions local boards declined in number<sup>11</sup> because the members and the local people felt that, since most of the powers and responsibilities had been taken from them, there was not much left to do. The trend towards centralization of school facilities in towns and villages and the closing of large numbers of rural schools led to further reduction in the number of local district boards. If these boards found little to do when their local school was operating, they found less reason for existence when the school was closed and the children were carried by busses to central schools.<sup>12</sup>

The development of large central schools, however, has led to the establishment of attendance area boards. In some instances these boards are comprised of representatives from all areas served by the central school and often are quite influential in the development of school policies.





## II SASKATCHEWAN

In Saskatchewan, as in Alberta, the Minister of Education is the executive head of the department with power to establish the necessary offices to carry on the work of the department. Unlike Alberta, there is an advisory body, the Educational Council--made up of five members, two of whom must be Roman Catholic--appointed by the Lieutenant Governor in Council. This Council has the responsibility of reviewing all matters dealing with the administration and inspection of schools, and such matters as are referred to it by the Lieutenant Governor in Council.<sup>13</sup>

In contrast to Alberta there has been a very large increase in the number of officials who report directly to the deputy minister. The passage of the permissive legislation<sup>14</sup> on school units in 1940 was followed by a large increase in the number of branches and sub-branches.<sup>15</sup> The organization of larger units throughout the province after 1945<sup>16</sup> led to further division of duties and the establishment of more branches. In 1943 the heads of eighteen branches reported directly to the deputy minister, (Figure 4); in 1956 twenty-two, (Figure 5). In contrast to this, there were only eight branches in 1939.<sup>17</sup>





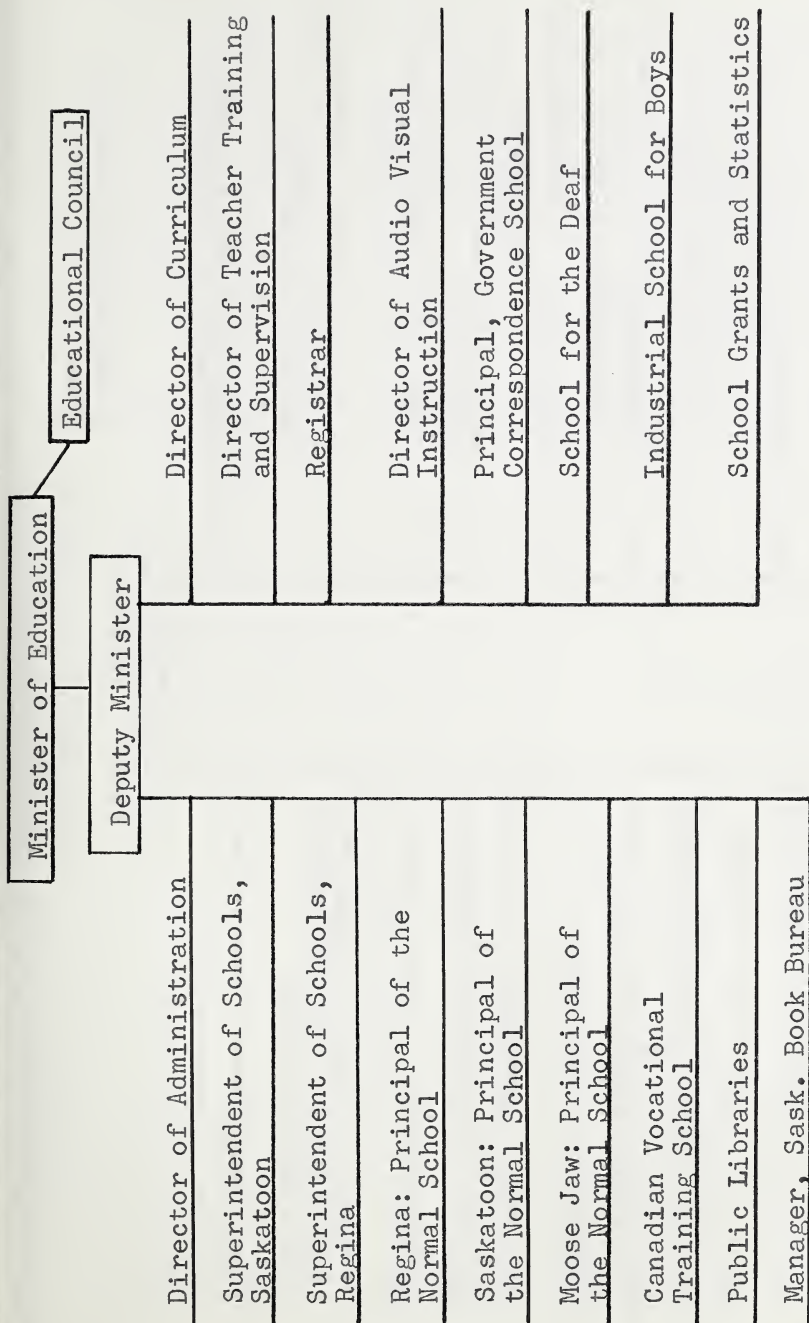


Figure 4. Structure of Department of Education, Saskatchewan, 1943.



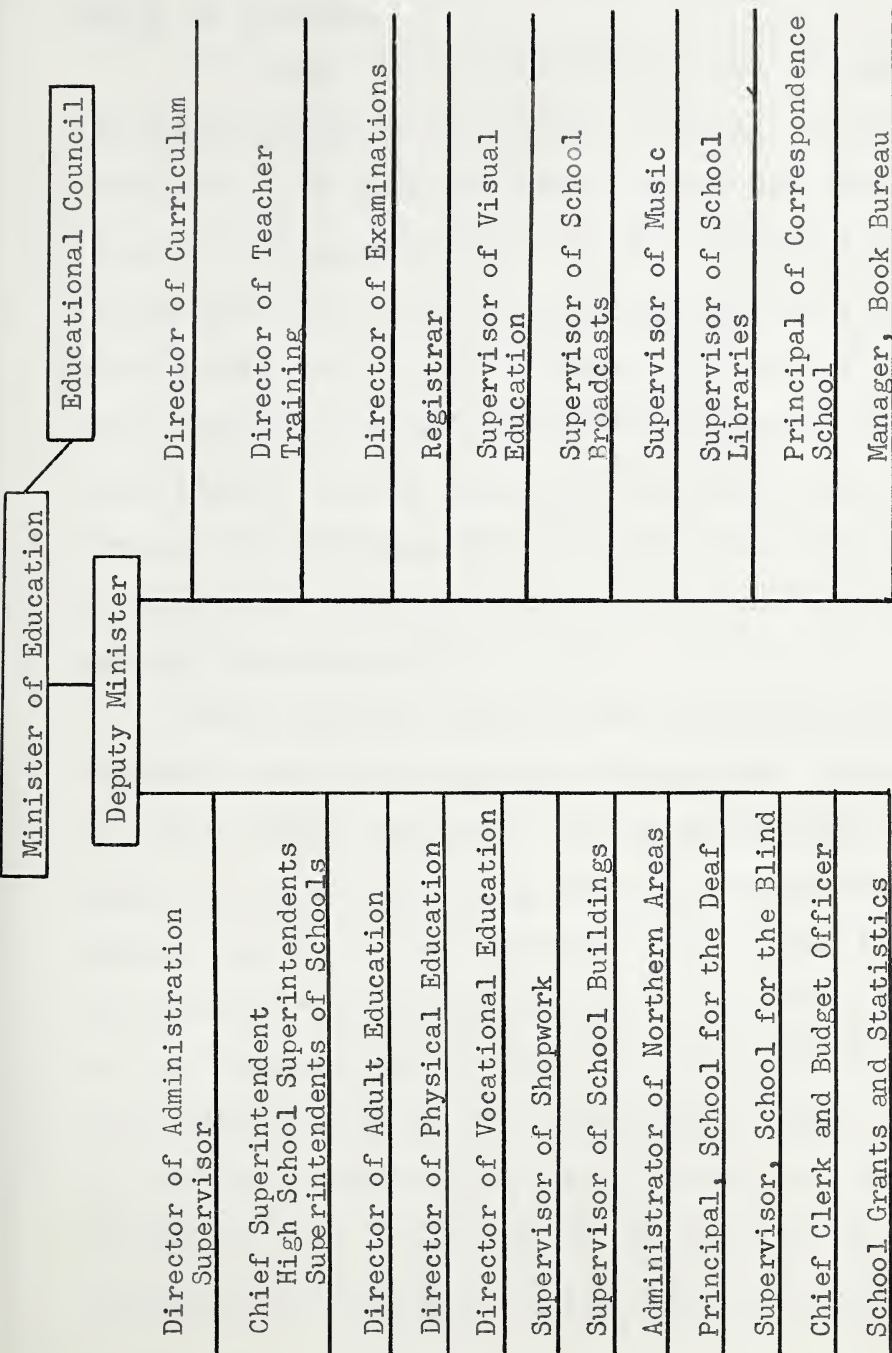


Figure 5. Structure of the Department of Education, Saskatchewan, 1956.



### Boards of Trustees

The Larger Units Act passed in 1944 was based upon the School Divisions Act of 1940. Each of the school units organized in the province included approximately eighty rural and village districts, and all towns with a population of two thousand or less.<sup>18</sup> As in Alberta, each unit was subdivided into five or six subunits. Unlike Alberta, members were elected to the unit board by representatives of the local district boards rather than by direct vote of the rate-payers. In 1956 Saskatchewan amended the Larger Units Act to provide for election of unit board members by direct vote of the electors.<sup>19</sup>

Until 1956 the local boards of trustees in Saskatchewan occupied a much more important place in the structure than in Alberta since they had to remain in existence in order to elect a trustee to represent them on the unit board. In places where it was not possible to keep a board in operation, the subunit trustee usually acted as the official trustee. In some instances he was official trustee of the majority of school districts within his subdivision. While the official trustee was supposed to make every effort to appoint a delegate to vote in the election of a new trustee the practice made manipulation easy for the sitting trustee, who usually





found little difficulty in ensuring his own reelection or the election of the man he wished to support.

### Local Board of Trustees

During the 1930's large numbers of schools closed down as the number of abandoned farms grew.<sup>20</sup> By 1944 many superintendents of schools were official trustees of as many as twenty-five districts within their superintendencies.<sup>21</sup> Centralization of school facilities in the town and villages in many parts of the province closed large numbers of one- and two-room schools. Often the village or town centralized school would have in attendance children from fifteen to twenty-five, or more, local school districts.<sup>22</sup> Although not very common throughout the province as yet there was evidence that the centralization of schools was leading to a rapid increase in attendance area boards.<sup>23</sup> In all, the growth of large attendance areas, the changes in the Larger Units Act permitting election of unit board members by the electors, and the general movement to a village-dominated rural economy,<sup>24</sup> greatly reduced the powers formerly held by local district boards. As these forces just mentioned are still operating and will continue to do so for some time, the local boards of trustees are almost sure to disappear as a part of the administrative structure in Saskatchewan.



## III BRITISH COLUMBIA

In British Columbia the executive functions of the government educational structure reside in the Council of Public Instruction made up of the cabinet, deputy minister, and superintendent of education. The Department of Education was established in 1920 as a department of the civil service and in 1925 the office of the chief inspector of schools was created.<sup>25</sup>

Throughout the history of education in British Columbia the Council of Public Instruction and the senior departmental officials have been concerned about the struggle for control of the school system between the central and the local authorities. It was mentioned in the Putman and Weir report,<sup>26</sup> the King report,<sup>27</sup> and the Cameron report of 1946.<sup>28</sup> This same concern was voiced by a majority of the senior officials during interviews in 1957.

The emphasis placed upon central control and direction of the educational system is much more in evidence in British Columbia than in the other two provinces in the western zone. The geographical features of mountain and valley, the great range in financial resources between the cities, the semi-urban, heavily populated, and wealthy sections, in comparison with the poorer villages and



settlements, make it essential for the provincial authority to maintain a strict control if equality of opportunity is to have any meaning.<sup>29</sup> Much of the increase in administrative branches has come as a result of a determination to maintain, and at times regain, full control of the school system. Figure 6 is a schematic illustration of the structure of the Department of Education in 1956.<sup>30</sup> All of the directors of the various branches of the department channel their communications through the assistant superintendent. All of the branch directors report directly to the deputy minister, or his assistant.

#### Larger Units of Administration

In British Columbia the school district is the larger unit of administration. When the Public Schools Act was amended in 1946 to permit the establishment of larger units of administration, provision was made for three different types of school districts. They are:

(1) Large municipal school districts, thirty-five in number, composed of one or more municipalities plus a rural area. Nanaimo is an example of this type.

(2) Municipal school districts, seven in number, in which the school district is co-terminus with the limits of the municipality. Vancouver is an example.

(3) Large rural school districts, thirty-five in number, composed of rural areas and villages. The Peace





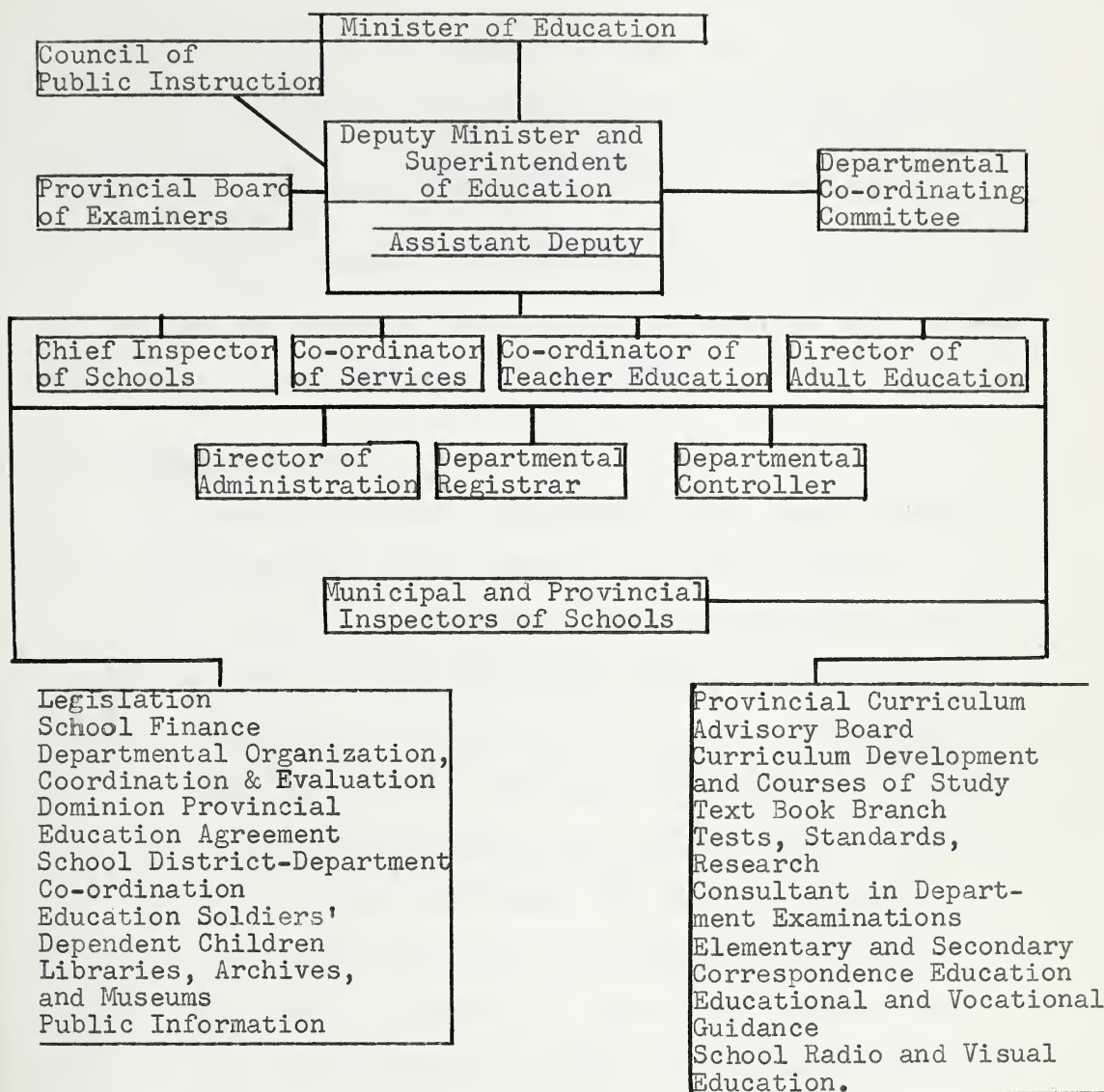


Figure 6. Structure of Department of Education, British Columbia, 1956.

(Adapted from Public Elementary and Secondary Education in British Columbia.)<sup>30</sup>





River district is an example of this type.

(4) Unattached small rural school districts, twenty-three in number, composed of small isolated rural districts. Two of these districts, one in a suburb of Vancouver and the other in the suburb of Victoria, are exceptions.<sup>31</sup>

All of the cities, with the exception of Vancouver, as well as the towns and villages became an integral part of the larger unit of administration in 1946.<sup>32</sup>

### Local Administration

In each inspectorate there may be from one to four large administrative areas. Each has a Board of School Trustees elected by the ratepayers and may have five, seven, or nine members. In the large rural areas contact is maintained with each of the former districts through representatives. There is usually a representative from each attendance area, or one representative for each one hundred students enrolled, up to a total of three. The representatives are elected at an annual meeting of the ratepayers at a date set by the Inspector of Schools. The representatives must have the same qualifications as those for a trustee, but come up for election every year. As well as being the liaison officers between the district and the board, the representatives also elect the trustees who are to represent rural areas on the District Board.<sup>33</sup> In essence, the representatives play the same role in British Columbia as the boards



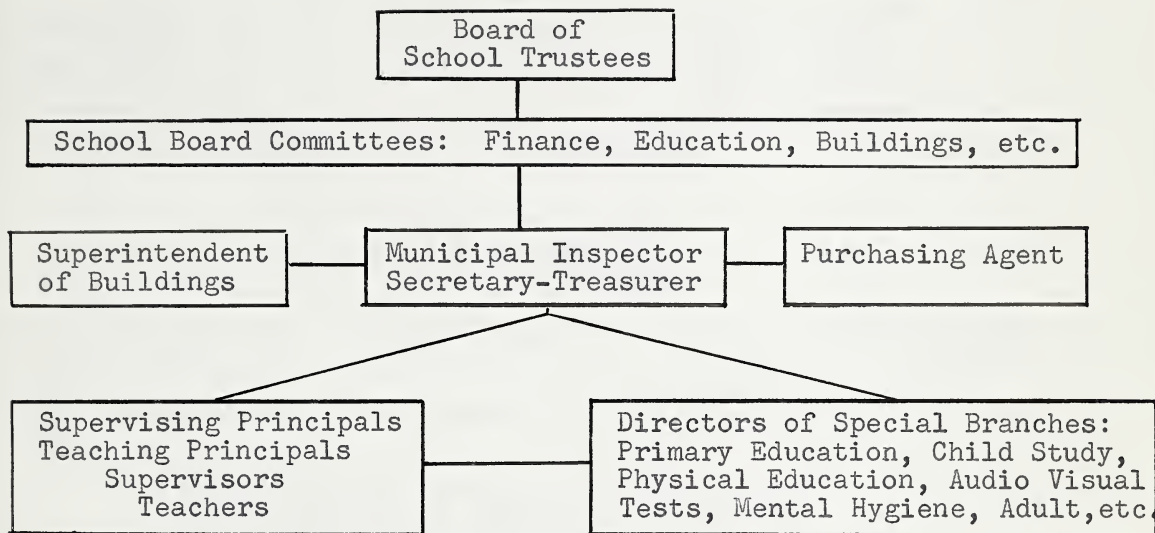


Figure 7. Structure of Large Municipal Districts.<sup>34</sup>  
British Columbia.



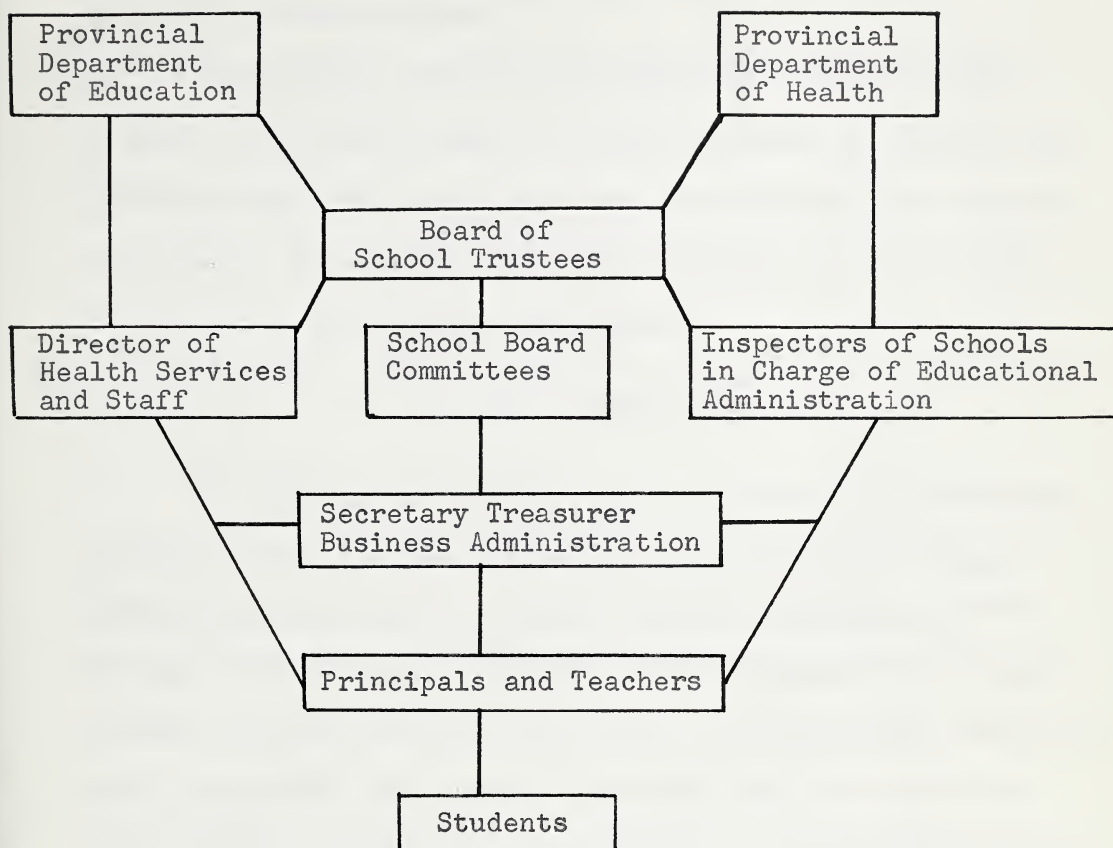


Figure 8. Structure of Large Rural Districts<sup>35</sup>  
British Columbia.





of local district trustees or attendance area boards in Alberta and Saskatchewan.

The duties, powers, and functions of the district boards in British Columbia are quite similar to those of the corresponding type of boards found in the other two western provinces. These will be discussed further in the section dealing with legal status and powers.

#### IV THE EASTERN ZONE

By 1940 it was evident in many parts of the provinces of Nova Scotia and New Brunswick that "rural and village school sections could no longer function effectively."<sup>36</sup> In 1942 in Nova Scotia and 1943 in New Brunswick the county finance unit was brought into being. The municipal board was made responsible for levying a uniform tax for school purposes over the whole of a municipality. A new administrative body, the County Finance Board, received, after they had been approved by the county superintendent of schools, requests for funds in the form of budgets from each of the boards of school sections within the county. All of the budgets were consolidated and a single tax rate was struck for the county. The money raised, along with grants received from the government, was used for the purpose of paying for the "foundation"



program.<sup>37</sup> New schools and extensive renovation to old buildings were, and are, paid for through the sale of debentures by the local board of the school section. Annual payments on the debt are accepted as part of the cost of the foundation program.<sup>38</sup>

The County Finance Board is made up of three members appointed by the government of the province and four appointed by the municipal council. They pay all bills for the operation of each of the school sections in the county. To meet their expenditures they receive regular payments from the municipal board and the Department of Education grants. All surplus funds, however, become part of the general reserves of the municipality. The County Finance Board has neither reserves nor debts.

### New Brunswick

In 1955 the Royal Commission on the Financing of Schools in New Brunswick found that the advantages expected of the fiscal units had not materialized.<sup>39</sup> The Commission recommended the extension of the equalization grants which had been in force since 1943 and the extension of the powers of the County Finance Board to make them county school boards with "the same authority over all schools within the county



unit which the present boards have."<sup>40</sup> To date no legislation has been passed to put this recommendation into force.

Wherever it is possible, however, the county superintendents report they have brought about the consolidation of many of the small school sections. With consolidation the small district board of trustees disappears and a new board administers the affairs of the new attendance area.<sup>41</sup> In some counties a large number of consolidations have taken place, in others none.

Since 1943 few changes have taken place in the structure of the Department of Education or the structure of the county unit. In Figure 9 the present structure of the Department of Education in New Brunswick is illustrated.<sup>42</sup> The deputy minister is also the chief superintendent to whom all county and high school superintendents report directly. Figure 10 illustrates the main positions in the structure and the lines of authority in the county unit.<sup>43</sup>

### Nova Scotia

In 1954 The Royal Commission on Public School Finance in Nova Scotia tabled recommendations very similar to those made a year later in New Brunswick.<sup>44</sup> In the 1955 session of the legislature, however, the school act was amended and the "county finance boards became in fact the county school





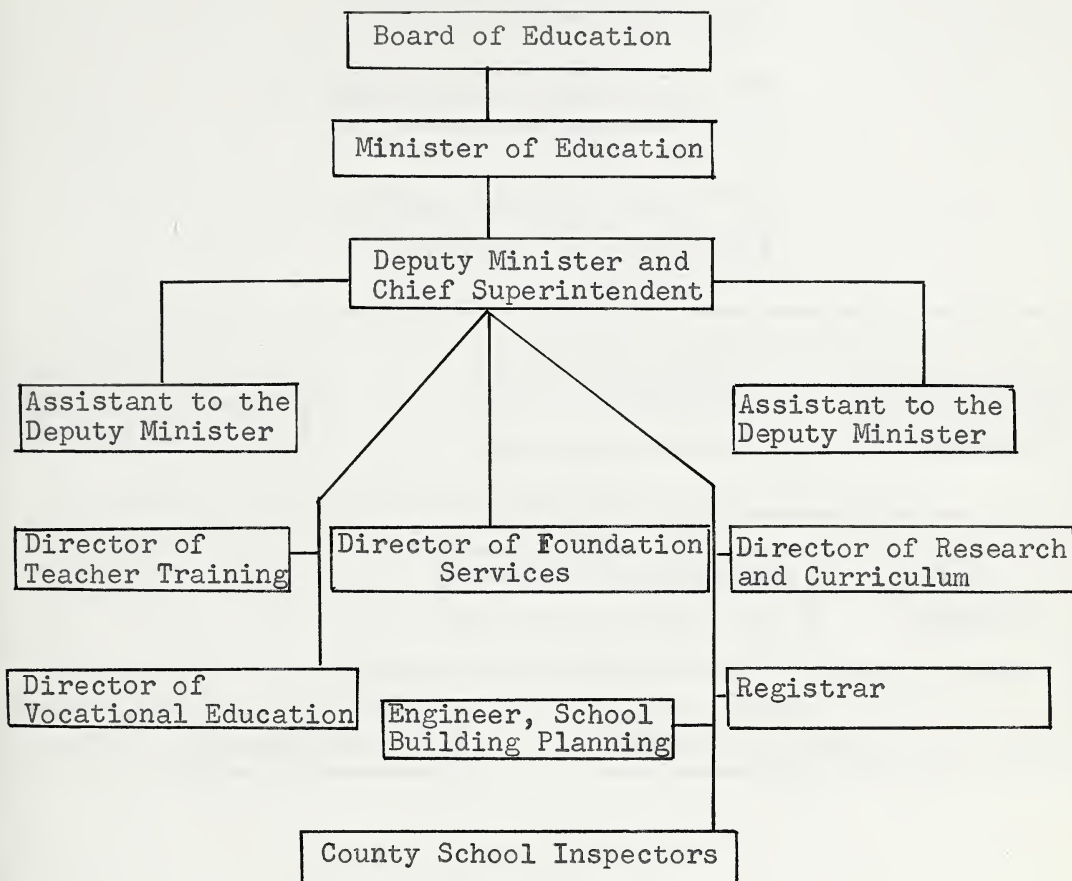


Figure 9. Structure of Department of Education, New Brunswick, 1956.

(Adapted from unpublished paper, 1957.)



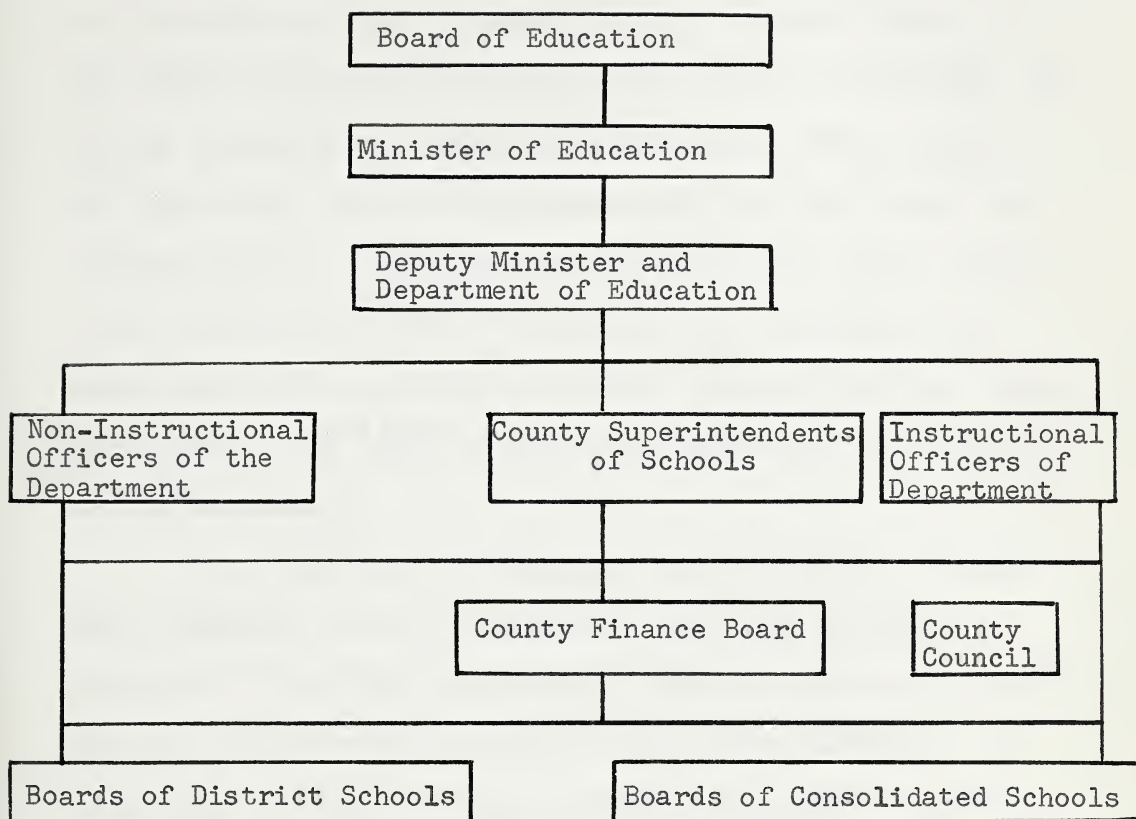


Figure 10. Administrative and Financial Structure of Rural Schools in New Brunswick and Nova Scotia.



boards" on January 1, 1956.<sup>45</sup> The addition of new powers to the previous county finance board brought no changes in the method of appointing members to a board of trustees. As in New Brunswick, all members of the County School Board are appointed, three by the government and four by the municipal council. Consolidation, too, has been given considerable emphasis in Nova Scotia, with the consequent disappearance of large numbers of small district boards. Figure 10 describes the county structure in Nova Scotia as well as in New Brunswick.

The Department of Education in Nova Scotia, however, has a somewhat different structure than that in New Brunswick. The Chief Inspector is also the Assistant Deputy Minister directly responsible to the Deputy Minister. In addition, there are at least eighteen divisions or branches, the heads of which are all directly responsible to the Deputy.<sup>46</sup> (Figure

### Summary

Similar types of bureaucratic structure in each of the Canadian provinces have produced similarities in general characteristics and systems of authority.

The Department of Education in Alberta has adjusted itself to the changes brought about by the larger units of





administration by redefining many status positions, their relationships, and the lines of authority. Saskatchewan and British Columbia, on the other hand, have met the challenges of the new developments by adding more and more branches and sub-branches without any basic alteration in the lines of authority.

In both Saskatchewan and Alberta the local district boards have been retained as part of the structure of administration. Until 1956 in Saskatchewan members of the unit board were elected by representatives of the district boards. Now these members are elected by popular vote and the prestige of the local boards has been further reduced.

British Columbia has extremes of geographic, economic, and population concentration which are not found on the prairies. Because of its necessity for adjustment to the particular physical and economic factors found in the province, British Columbia has developed three types of administrative structure. In Alberta and Saskatchewan the superintendency is the larger unit of administration; in British Columbia from one to four of the larger units may be included in one superintendency.



## AUTHORITY

Stability in an organization depends upon the ability to predict that other people will do the right thing at the right time. Within a government bureaucracy such as education the expected modes of action--the roles--and the relationship of one position to another--the statuses--are defined and circumscribed by statutes, rules and regulations. Laws enacted by the legislature provide the basis for the definition of specialized functions which each office holder is to perform and the level of command he is to exercise. The law confers on the office holders in the hierarchy the right to exercise legal authority for the purpose of directing others in subordinate positions for the purpose of achieving the goals of the institution.

British North America Act of 1867

Part V of the British North America Act of 1867, Sections 91, 92, and 93 are the only sections of the act which establish the limits of the sovereign powers of the provinces. Section 91 establishes the right of the federal government to make laws for "the Peace, Order and good Government of Canada, in relation to all Matters not coming within the Classes of the Provinces" and reserves to the government of Canada all



residual powers. Sections 92 and 93 constitute the legal basis for the sovereign powers granted to the provinces.<sup>47</sup>

No provision was included in this act whereby the federal government could amend its own constitution. This can only be done by an act of the parliament of Great Britain upon petition from the Canadian Parliament. The provincial legislatures, however, have full power as sovereign bodies to amend their own constitutions within the limits established by Sections 92 and 93. Dawson, an authority on constitutional law, holds that "every legislature in Canada acting in its legislative sphere is sovereign, its powers are exclusive, supreme, absolute."<sup>48</sup> With qualifications guaranteeing the rights of denominational schools and minorities recognized, Section 93 guarantees the absolute sovereignty of the province in the field of education.

Through exclusive powers over municipal institutions and matters of local concern, all authority of the local governing bodies resides in the power assigned to them by the provincial government. In education, the local board of trustees, as a powerholder of the central government, is administrative agent of the superior authority and as such its legal existence depends upon the government of the province. It is the trustee of provincial power and authority.







### Focal Points of Power in Education

The status positions which were defined in the previous section dealing with structure are the focal points of power, or are the power holders within the individual bureaucratic structures which have been established in each of the provinces. All political power resides in the legislature itself. More and more, the cabinet with full control of executive functions is also becoming the controlling factor in the legislative process. It has become almost the exclusive responsibility of the cabinet to introduce government bills. Political sanctions and close control of the party members give the party in power--the government--close control of legislation. Government bills which the cabinet sponsors become statutes, or the government may fall.<sup>49</sup>

In some provinces the cabinet deals directly with education through its minister; in others it does not. In British Columbia and Nova Scotia the Executive Council constitutes itself as the Council of Public Instruction when dealing with educational matters. This Council has the Minister of Education as its chairman and the Deputy Minister as its secretary and chief administrative officer. In New Brunswick the central educational authority is the Board of Education, which consists of the Lieutenant Governor, the



Executive Council, the Chancellor of the University of New Brunswick, and the Chief Superintendent and Deputy Minister. In Alberta, Saskatchewan, Manitoba, and Ontario, the Minister of Education is a member of the cabinet and acts as the executive and administrative head of the educational system of the province.

### Minister of Education

The Minister of Education as a member of the cabinet is the head of the department and a member of the legislature. As such he is responsible to the legislature for the conduct of his own department.<sup>50</sup> As a representative of a provincial constituency he is responsible to his electors as a member of the legislature. The Minister is not necessarily expected to be a professional educator. His main qualifications for the post reside in his ability as a politician, his good common sense as a layman, and his ability to integrate political with educational requirements.<sup>51</sup> In recent years there is a trend throughout Canada to fill the post of the Minister of Education with a person who has had teaching or administrative experience in education.

Dawson defines the position of Minister as "a seat in parliament, and uncertain tenure of office and the opportunity to exercise complete power in his own department."<sup>52</sup> As the



executive officer of the cabinet the Minister has the power and responsibility to make such regulations and appoint, or provide for, such officers and offices as are necessary for the effective implementation of the educational policies of the government.

During the tenure of office of Egerton Ryerson as Superintendent of Education for Ontario, two main focal positions were established as power holders for the delegated authority of the Minister. The first and superior one resides in the Department of Education and its officials; the second in the boards of trustees in local areas. As a result of the work of Ryerson the Department has become identified with two main areas of education, the foundation program and the interna of instruction. The boards of trustees are responsible, under the direction and supervision of the Department, for much of the administrative work concerned with the foundation program. They are responsible also by direct authorization of the Minister for the administration of the externa. Permission is granted the local boards of trustees to provide educational opportunities beyond those required by the foundation program.





### The Deputy Minister of Education

The Deputy Minister is the chief adviser of the Minister and the administrative head of the department. As the permanent, non-political, head of the department, he provides continuity in administrative leadership. He exercises the powers and authority of his office in the name of the Minister and, as such, he and his department are an extension of the executive and administrative functions of the Minister.<sup>53</sup>

### The Department of Education

The bureaucratic structure of the department provides the means by which status positions serve as power holders and sources of authority derived from a superordinate. The superior-subordinate arrangements of the structural patterns establish the flow of authority through the channels of communication. All heads of branches may hold authority direct from the Deputy Minister, as in Saskatchewan, Nova Scotia, and New Brunswick, or their authority may progress down through two or three separate and increasingly subordinate steps, as in Alberta. For example, the office of the chief superintendent retains what authority is necessary for the carrying on of activities for which it alone is responsible





and delegates authority to other positions down the scale to the point where the receiver must himself be responsible for all activities.

The officials of the Department of Education put into operation the laws and statutes which have been enacted by the legislature. Within the bounds of such discretionary authority as is granted, they also have the authority to establish such regulations as are necessary for the effective operation of their branches or divisions.

The department is expected to make such regulations as will guarantee a uniform standard of education over the whole province--the foundation program. Traditionally, the department itself directs, co-ordinates, and controls those aspects of the program known as the interna and supervises in a more or less general way those other aspects of the foundation program for which local boards of trustees and sometimes other departments of the government are responsible. The department is expected to make regulations for the organization, government, and administration of schools, the supervision and inspection of schools, courses of study, and the training and certification of teachers. It is expected to establish the minimum requirements, or ensure that the minimum requirements



are enforced, in the construction and maintenance of school buildings and premises and in such special courses in adult technical, vocational and agricultural education as may be offered.

All departments of education are responsible for the development and implementation of curricula. Through the curricula, or what are known as the courses of study, the instructional program in the classrooms and schools is determined. The effectiveness and efficiency of the instructional program are evaluated by the use of external examinations at various terminal points in the educational career of the students. Continuous evaluation of the instructional program is the major responsibility of the corps of superintendents employed by the department. In a few provinces school grants have been paid upon proof of performance.<sup>54</sup>

### Boards of Trustees

The responsibility of the Department of Education is bounded by the political boundaries of the province established by agreement at the time the province became part of Canada, or by subsequent agreements between the provincial and the federal governments. The responsibility of the board of trustees is bounded by community borders established by





the provincial government. Adjustment in such boundaries has been made and is still being made, but the final responsibility and authority for such divisions rests with the provincial government. It is only in recent years that provincial authorities have moved to make local administrative units coterminus.

The second and subordinate power holder of the delegated authority of the Minister is the board of trustees. As such, the local boards of trustees are expected to administer, manage, and supervise the schools within their districts, larger units of administration, or consolidated districts, under the authority of the Minister and the regulations of the Department of Education. In provinces where a strong central authority is considered essential, the trustee aspect of the central authority is stressed. In others, where decentralization is an accepted ideal, the stress upon trusteeship is not evident.

In the western zone boards of trustees have a dual responsibility. They are elected by the ratepayers of their districts and are responsible to these electors for the educational welfare of the children. As trustees they are also responsible to the central authority. In the eastern zone some members of boards of trustees are appointed by





the municipal council and some by the government. Under this arrangement the people of the local area have little control over the office holders and they, in turn, have no identifiable responsibility to the local people.

The local boards of the basic educational unit in each province have as their common responsibility the provision of school accommodation, engaging, transferring and dismissal of teachers and other employees, and the financing, administration, and management of the physical plants. The boards plan, build, and maintain school buildings within the terms or regulations laid down by the government and administered by a regulatory body which may, or may not, be the Department of Education. The property, site, and capital assets of the schools in the area under their management are all in the name of the board of trustees as a corporate body.

### Summary

The bureaucratic structure of provincial departments of education obtains stability and permanency through the legal definition of the expected modes of action. The Minister is held responsible by the legislature and his constituents for the effective implementation of the educational policies and program of the government.

Provincial authority is delegated to two major power



holders, the Department of Education and the boards of trustees. As the superior authority, the department has the main responsibility for a uniform foundational program in the province and the supervisory and advisory responsibilities for the power administered by the boards of trustees.

The subordinate authority, the board of trustees, is responsible for administering the externa of education and for adapting the provincial program to the needs of the local area.



## FOOTNOTES TO CHAPTER III

<sup>1</sup>R. Dubin, Human Relations in Administration (Englewood Cliffs: Prentice Hall, Inc., 1951), p. 7.

<sup>2</sup>Ibid., p. 22.

<sup>3</sup>M. Weber, The Theory of Social and Economic Organization, trans. A.M. Henderson and Talcott Parsons (New York: Oxford University Press, 1947), pp. 330-40.

<sup>4</sup>"The Structure of Public Education in Canada", Canadian Education, V (September, 1950) pp. 6-8.

<sup>5</sup>R. B. Howson, "The City Superintendent of Schools in Canada" (unpublished doctoral thesis, University of California, 1956), p. 18.

<sup>6</sup>Ibid., p. 22.

<sup>7</sup>Ibid., p. 29.

<sup>8</sup>Phillips, op. cit., p. 219.

<sup>9</sup>Alberta, Department of Education, Annual Reports, 1935-45.

<sup>10</sup>Alberta, Statutes, Chap. 80.

<sup>11</sup>Alberta, Department of Education, Annual Report, 1956, Table 2,

<sup>12</sup>E. D. Gillespie, "A Study of Some Emerging Practices in Larger School Units of Administration in Saskatchewan" (unpublished doctoral thesis, Teachers' College, Columbia University, 1950), p. 146.

<sup>13</sup>Saskatchewan, Statutes, Chap. 169, Secs. 8-11.

<sup>14</sup>Saskatchewan, Statutes, Chap. 76.

<sup>15</sup>Saskatchewan, Department of Education, Annual Reports, 1940-44.

<sup>16</sup>Ibid., 1946-55.





## FOOTNOTES TO CHAPTER III (continued)

<sup>17</sup> Saskatchewan, Department of Education, Annual Report, 1939, p. iv.

<sup>18</sup> Saskatchewan, Statutes, Chap. 41, Sec. 3.

<sup>19</sup> Ibid., Chap. 170, Sec. 10.

<sup>20</sup> Report of Royal Commission on Rural Life and Education, Vol. VI, p. 25.

<sup>21</sup> Saskatchewan, Department of Education (unpublished reports of Superintendents of Schools).

<sup>22</sup> Ibid.

<sup>23</sup> Ibid.

<sup>24</sup> Report of Royal Commission on Rural Life and Education, Vol. VI., p. 26.

<sup>25</sup> British Columbia, "School Organization in British Columbia", compiled by the Provincial Advisory Committee to the CEA Kellogg Project in Educational Leadership, 1952, pp. 40-1.

<sup>26</sup> J. H. Putman and G.M. Weir, Survey of the School System (Victoria: King's Printer, 1925).

<sup>27</sup> H. B. King, School Finance in British Columbia (Victoria: King's Printer, 1935).

<sup>28</sup> M. A. Cameron, Report of the Commission into Inquiry into Educational Finance, Province of British Columbia (Victoria: King's Printer, 1945).

<sup>29</sup> British Columbia, School Organization in British Columbia, op. cit., p. 6.

<sup>30</sup> British Columbia, Department of Education, Public Elementary and Secondary Education in British Columbia (Victoria: Queen's Printer, 1955), p. 11.

<sup>31</sup> British Columbia, School Organization in British Columbia, op. cit., pp. 46-7.



## FOOTNOTES TO CHAPTER III (continued)

<sup>32</sup>Ibid.

<sup>33</sup>Ibid., p. 53.

<sup>34</sup>Ibid., p. 74.

<sup>35</sup>Ibid., p. 75.

<sup>36</sup>Nova Scotia, Report of the Royal Commission on Public School Finance (Halifax: Queen's Printer, 1954), p. 6.

and

New Brunswick, Report of the Royal Commission on the Financing of Schools in New Brunswick (Fredericton: Queen's Printer, 1955), pp. 14-15.

<sup>37</sup>Nova Scotia, ibid., p. 7.

New Brunswick, ibid., p. 15.

<sup>38</sup>Ibid.

<sup>39</sup>New Brunswick, ibid., p. 16.

<sup>40</sup>Ibid., p. 58.

<sup>41</sup>Ibid., p. 55.

<sup>42</sup>Ibid., p. 57.

<sup>43</sup>New Brunswick, Department of Education (unpublished paper).

<sup>44</sup>Nova Scotia, op. cit., p. 14.

<sup>45</sup>Nova Scotia, Statutes, Chap. 78

<sup>46</sup>Nova Scotia, Department of Education, Annual Report, 1956, p. 38.

<sup>47</sup>Canada, Statutes, 30-31 Victoria, Chap. 3.

<sup>48</sup>Robert M. Dawson, The Government of Canada (Toronto : University of Toronto Press, 1948), p. 197.

<sup>49</sup>Ibid., p. 281.

<sup>50</sup>Ibid., pp. 205-7.



## FOOTNOTES TO CHAPTER III (continued)

<sup>51</sup>Ibid., p. 230.

<sup>52</sup>Ibid., p. 281.

<sup>53</sup>Ibid., p. 286.

<sup>54</sup>Canada, Dominion Bureau of Statistics, The Organization and Administration of Public Schools in Canada (Ottawa: King's Printer, Government of Canada, 1952), pp. 57,73,102, 230,256.





## CHAPTER IV

### THE OFFICE OF THE SUPERINTENDENT OF SCHOOLS

The development of the position of the superintendent of schools, or the school inspector, has been closely associated in each of the provinces of Canada with the growth in size and complexity of the educational institution under a single authority. During the period when the church dominated the local school systems each school was considered as a single unit under the supervision and direction of the local representative of the church.<sup>1</sup> The United Empire Loyalists brought with them the idea that education was the responsibility of the family. Since this was not accepted by the British colonists in the Maritimes and the Canadas, these people, along with others who rejected clerical control of education, banded together to form private schools. The board of trustees elected or appointed by those who were immediately concerned with the school was held responsible for its operation. Then came the need for financial aid from the central government of the colony. Once the central government granted assistance to locally or privately supported schools, it was faced with the problem of equitable distribution of the funds and the introduction



of some supervisory method to ensure efficient use of the money. Thus developed in Upper Canada the conception that education must be a function of the central provincial authority.<sup>2</sup>

## I. ORGANIZATION

In the early period the need for state supervision of schools in both the American states and in Canada arose from similar conditions. In the United States the authorities found that when state financial aid was given to local and private schools--

. . . whatever aid was given . . . must be administered by some central authority representing the state, who would have the dual responsibility of (1) distributing the fund equitably, and (2) supervising the schools so that the fund would not be wastefully expended. Thus was gradually developed the conception that education is a function of the state.<sup>3</sup>

Dr. Phillips sums up the early period in Upper Canada in a similar way:

The usual steps by which central authorities came into being were (1) the establishment of some system of grants, (2) the setting up of boards intermediate between the locality and the government to examine and license teachers, (3) the establishment of a provincial board with wider powers, and (4) the employment of a provincial superintendent and, subsequently, additional personnel. The order of the last two steps was sometimes reversed.<sup>4</sup>

Although the initial moves toward leadership of the state in education seem to have developed from the same causes,



the development took different directions. The control and direction of education in the United States is now quite different from that found in the Canadian provinces. It is quite safe to say that the parting of the ways between American and Canadian systems is almost wholly due to the efforts of one man--Egerton Ryerson.

### Historical Development

The early development of the position of superintendent of schools in the American states and in Upper Canada closely paralleled each other. In both countries the schools were first visited by clergymen--if they were not the teachers--for the purpose of examining the efficacy of religious instruction. Later, as local secular control of the schools became more firmly established, regular school committees took over the duties of the clergymen. In many instances a member of the school board who had more ability than the others was delegated to represent the other members at such a visitation. In both Upper Canada and the American states these early school visitors served voluntarily without pay.<sup>4</sup>

Attempts in the United States to establish during the early part of the nineteenth century the position of state superintendent of schools proved abortive. In 1812 the first





superintendent of schools was appointed in New York State, but the office was abolished for political reasons six years later and the responsibilities for the distribution of state grants and for supervising the schools were transferred to the secretary of state. Similar attempts in other states --Maryland, Michigan, and Rhode Island--met the same fate. It was not until 1875 that the position of state superintendent became a permanent part of the educational structure in all states.

In Upper Canada the position of state superintendent was first held on a permanent basis by Dr. Strachan in 1823. However, since Strachan was very interested in establishing the English tradition of grammar schools in the Eton, Harrow, Rugby tradition of local control of all interna, he did not expect or encourage any reports to a central authority. He was largely responsible for the establishment of a grammar school in each of the eight districts for the purpose of meeting the needs of the wealthy and influential classes. The common schools--most of them private--which served the needs of the lower classes were not the concern of the government of the colony. When Ryerson was appointed to the office of superintendent in 1844 he was determined to bring about a complete reversal of this policy.



To Dr. Strachan each local area had the full responsibility for providing the type and quality of education it desired and could afford; to Egerton Ryerson the state had a responsibility to all its citizens for providing a universal free system of education on a uniform basis, guaranteed and underwritten by the central government. Dr. Strachan believed that the local school, in the true English tradition, should control the interna of the instruction and the central government the externa; Egerton Ryerson believed the reverse. No uniform system of free universal education could be successful, Ryerson was certain, if the central authority did not control the core of the program of instruction--the interna. Dr. Byrne puts it this way:

Curriculum and supervision are different aspects of the core problem of the administration of instruction. Inevitably, the assumption of leadership in one area implies an equally dominant role in the other. They are, in effect, the obverse and reverse of the same coin.<sup>5</sup>

The point of divergence between the development of the position of the state superintendent in the American States and Canada is here. Local control of the educational system in the United States was firmly established by 1830 and local authorities would not brook interference by state appointed superintendents. In Upper Canada Ryerson was faced with the same opposition. The cry of "Prussian





Imperialism" forced him more than once to abandon plans to replace the locally appointed inspectors with state appointed men.

Ryerson realized that the efficient operation of the elementary school system rested almost entirely on the capabilities of the superintendents. In his report of 1846 Ryerson wrote that an efficient school system

. . . involves the examination and licensing of teachers, visiting the Schools, discovering the errors, and suggesting remedies as to the organization, classification, and methods of teaching in the Schools, giving counsel and instruction as to their management, carefully examining the pupils, animating Teachers, Trustees, and parents, by conversations, addresses, etc. whenever practicable, imparting vigor, by every available means, to the whole School System.<sup>6</sup>

## STAGE I

### Upper Canada

The report of the commission established in 1839 "To Inquire into the State of Education in Canada" gives ample evidence of an undeveloped and ineffective school system.<sup>7</sup> The commission stated that there was no articulation of standards or subject matter between the common and the grammar schools. Many varieties of textbooks were in use because most of the parents had copies or because good salesmen had sold them for their looks rather than their





quality. There was a deplorable lack of qualified teachers, and a lack of common purpose or objective between one district and another.

Although there were instances of school visitors who gave conscientious and capable service, there were too many reports of a ridiculous nature. A description of a kindly, good natured school visitor is given by J. L. Gourlay in his History of the Ottawa Valley:

He made the tour on horseback, the roads admitting of no other mode of travel, except on foot, which was much more common. He would dismount at the school-house, and with the bridle reign on his arm, place a hand on each side of the door frame, the horse looking in as if to examine the furnishings, to the great enjoyment of the young folks, who seldom saw a horse in that early time. The gentleman would ask a little boy how to spell a word of one syllable to which the little man would address himself with energy, but with his eyes fixed on the horse. After a short standing examination he would dismiss them with a benignant smile and very gracious words of which he had an abundant treasury at easy, ready command.<sup>8</sup>

In 1816 the government of Upper Canada agreed to contribute grants to the support of the schools within each of the districts. While the local trustees were expected to inspect and supervise the schools, they seldom bothered to carry out their duties. The township council designated a person to inspect the schools within the township, but such inspection was left to the convenience and judgment of the appointee.



In an attempt to correct some of the abuses in administration and supervision, the act of 1850 made the municipal council the governing agent between the local and provincial authorities. This council was given the responsibility of appointing the county superintendent who was to oversee not more than one hundred schools and who was required to report to the Chief Superintendent of the province. At first, in all of the provinces, inspectors were paid on the number of visits to schools. After a relatively short trial period, however, this practice was discontinued and salaries were paid on a yearly basis.<sup>9</sup>

During this period the emphasis was on inspection. The inspector was to assess the methods of conducting classes, the knowledge of the pupils in the various branches of study as established by the curriculum, and to inspect the buildings and premises. All of this was to be formally reported. However, Ryerson also expected the inspector to assist the teachers to improve their methods of teaching.

. . . his visits can be made far more essentially useful than they would be were his efforts limited exclusively to the collection of such information as would enable him to furnish the desired report. He can, in many instances, aid the Teacher in supplying the defects arising from the want of training.<sup>10</sup>





It was not until 1871, however, that any particular qualifications for the position of inspector were established. The act of 1871 required that the candidate for the post of county superintendent must hold the highest certificate issued for the elementary school and submit to an examination. The new regulations laid the basis for the gradual improvement in the qualifications of the inspector and the quality of work done. However, the rise in the status of this position has been slow and continuous, but not spectacular.

Direct control and appointment of the superintendent by the province occurred first in the field of secondary education as a result of the demands of the university for better prepared entrants. In 1855 the Council of Public Instruction in Ontario was granted power to appoint grammar school inspectors, and in that year the first two were named.<sup>11</sup>

### Lower Canada

The history of inspection and supervision of schools in Lower Canada reveals conditions which were similar to, if not worse, than those found in Upper Canada prior to 1840. A certificate to teach given to a teacher at Old Lorette, and dated 1838, was signed by five persons, two of whom made





their "marks", a third misspelled his own name, and a fourth could barely write.<sup>12</sup> In 1877 a principal of a leading academy reported on his impressions of his first inspection:

A gentleman once suddenly entered my school whom, by the dryness of appearance, primness of attire, and air of immense but polite superiority, I recognized as my Inspector. He approached my desk, making three bows on the road. . . . I examined the boys in geography. After a while he waved his hand again and I took history. He then rose, said little, waved his hand much, put some expensive books by second-rate authors in my hands, packed up his cap, put on the unofficial hat and withdrew with more elaborate bowing than ever.<sup>13</sup>

School visitors were usually clergymen, although in 1831 nineteen who were appointed were all members of the legislative council. Teachers reported others who expected to receive sums of money from those whom they visited.<sup>14</sup> After 1855 qualified inspectors were appointed to visit the academies and model schools. As in Upper Canada, the improvement in the quality of work done, though slow, was continuous.

### Maritimes

In New Brunswick until 1833 inspection and supervision of schools was under the control of the S.P.G. After this date local trustees and magistrates were expected to carry on the supervisory duties, but little was done. In Nova Scotia the supervision of schools was put into the hands of



boards of commissioners appointed by the lieutenant-governor in council after 1826. In 1852 New Brunswick and Nova Scotia followed the lead of Ontario and appointed inspectors on a part-time basis. Full-time inspectors were appointed by New Brunswick in 1858, by Nova Scotia in 1865.<sup>15</sup>

### Western Provinces

Until they became part of the Dominion of Canada, the schools in the North West Territories and Rupert's Land were controlled, directed, and supervised by the clergy. Manitoba became a province in 1870 and six years later put into effect regulations which required inspectors to hold a first-class teaching certificate, or to be a graduate of a university. The rest of the North West Territories was ruled as a colony of Canada until the formation of the provinces of Alberta and Saskatchewan in 1905.

The position of the school inspector in the North West Territories was not fully established until the school law of 1885 gave the right of appointment to the Board of Education.<sup>17</sup> At this time the Board was administering two systems of education, one Catholic and the other Protestant, each with powers to appoint its own members to supervise instruction in the classrooms under its charge. The ordinance stated



that the inspectors were to visit the schools at least once a year, examine the pupils, assess the work of the teacher, check on the textbooks, examine the premises, and report on all these factors to the Board of Education.<sup>18</sup>

The ordinance of 1892, however, gave the Executive Council the authority to appoint all inspectors, assign their place of work, and prescribe their duties.<sup>19</sup> In 1901 the Department of Education was established and the corps of inspectors became an integral part of the secular structure, completely divorced from their earlier relationship with the church.<sup>20</sup>

In British Columbia a paid inspector was appointed in 1879, and in 1891 the Council of Public Instruction was empowered to appoint such inspectors as were required.

### Conclusion

By the end of the first stage the office of superintendent of schools in most provinces had become established as a status position within the hierarchy of a department of education. In Ontario the elementary school inspector, though appointed by the county or township board, was closely controlled through departmental regulations. All secondary schools were inspected and supervised by





provincially appointed inspectors. The recommendations made by Ryerson in 1846 had become the basis for school law and regulations almost in toto in all of the provinces. Although education was under several provincial authorities, this common source for school law and organization established the basis for a Canadian outlook in education.

By 1895 the position of inspector of schools had been assigned duties and responsibilities which were common in all provinces. Terminal examinations of students at the end of the public school period, or upon entrance to high school, were held. The results of these examinations were subject to the inspection and approval of the high school inspector.<sup>21</sup> He was expected to visit all schools within his inspectorate at least once a year, recommend authorized texts, meet with the local board, and act as arbiter in settling differences arising from interpretation of the school act. His obligations to the Department, or to the Chief Superintendent, were to report on school matters within his area, prepare an annual report including statistics on school enrolments, number of visits, number of meetings attended, quality of instruction, and the number and qualifications of teachers in his area.



## STAGE II

The second stage in the development of the position of the superintendent of schools is mainly concerned with consolidation of the position. As each of the departments of education in Canada moved towards closer and more specific control of the interna, the inspectoral staff found its duties in the field greatly increased. Reorganization of the size of districts led to larger and larger staffs being employed to ensure efficient and effective implementation of departmental policies. The increasing complexity of the school system and the broadening of the school program brought about more and more branches within the Departments. Curriculum planning became so involved that practically every provincial department of education now has a separate branch charged with the development of courses of study.

Provincial control of the curriculum and the courses of study in order to ensure a minimum, uniform standard of education in all parts of each province was accepted with little question. Uniformity of curriculum offerings was guaranteed through central authorization of the textbooks. Responsibility was placed upon the inspector to see that only the authorized books were in use in the schools under



his jurisdiction. With the external examination and the final determination of the promotion of students subject to the approval of the inspector, the central authority was in control of the necessary disciplinary measures to enforce its regulations and statutes.

The strong faith which the central authority placed in school inspection is reflected in the following statement from the report of the Chief Superintendent of the North West Territories in 1901:

Thorough inspection insures the state receiving good value for its expenditure on behalf of education. Schools are as good as their inspection is intelligent and thorough, and poor as that inspection is aimless and accidental.<sup>22</sup>

By 1912 consolidation of the control and direction of the central authority over the interna of instruction was complete. The position of the superintendent of schools was firmly established. In the local community, in the eyes of the local boards and the teachers they employed, the office of the superintendent was the local counterpart of the provincial authority. In Rural Schools in Canada, J. C. Miller discussed aspects of the organization, administration, and supervision of education in the Canadian provinces which have changed little since.<sup>23</sup>

The two main functions of the inspector of schools





were administrative and supervisory. As an administrator he was to interpret the school law for the teacher and trustees and see that both school law and regulations were carried out by all concerned with the work of the school. He was to aid the Department of Education in administering the school system so that uniform standards of attainment were ensured, and he was expected to inspect the financial records of each district to ensure careful and efficient management of school monies. The inspector was to "inspect the work of the teacher, ascertain the standing of the pupils, demote or promote as he deemed advisable, inspect register, time table, and written work of the pupils."<sup>24</sup>

In his capacity as supervisor the inspector was expected to assist the teacher and trustees to improve instruction in the school. He was to aid the teacher in planning her work and, if feasible, demonstrate modern or improved techniques through model lessons. In all cases he was to act as the agent of the department. A comparison between the work of the inspector in 1912 and the superintendent in 1956 reveals very few changes in functions.



## STAGE III

As an agent of the department each superintendent was responsible for the administration of all regulations and directives of the department relating to the interna of education. He was expected to assist the local boards in the administration of the externa so that each child could obtain an education at least in accordance with the aims and objectives of an accepted foundation program. As city administrations raised the foundation programs to higher and higher levels, the ideal of uniform opportunity for all children in each province became less and less possible. The small units in operation throughout the provinces had few financial resources and hardly enough children in the district to keep the school open. There was little possibility of ever closing the gap between educational opportunities in the rural areas and the urban centres.

The depression years of the 1930's reduced the slim resources of the local areas to the point where they could not keep the schools open; they could not pay a teacher; they could not buy fuel nor supplies. Under these conditions control of the interna at the provincial level meant little. The resources of the provincial government were not such that they could assume the difference between what the local



areas were able to raise and the costs of maintaining the schools in the province. Of the alternatives available to the central government, the only acceptable one seemed to be the reorganization of the administration of schools at the local level so that more efficient and effective use could be made of existing resources.

Once the decision had been made to establish the larger units of administration on a province-wide basis the Department of Education expected their inspectors to do everything in their power to assist in establishing the new type of educational organization. In this new situation the local superintendent was expected to administer the internal as before and, in addition, to work closely in an advisory capacity with the board of trustees of the larger unit and its officials. Through advice and leadership he was expected to assist the local authority to utilize the new concentration of power effectively.<sup>25</sup> He was also expected to assist the local authorities to adapt the school system to the needs of the local community.

The development of the potentialities of the larger unit of administration brought the advisory aspect of his work to the fore. Instead of the two major functions





identified by Miller--administrative and supervisory--the superintendent of schools in larger units of administration found that his new relationship with the board of trustees made three functions necessary. The administration process concerned with the interna placed the emphasis on the administrative and supervisory functions, while that concerned with the externa demanded the full exploitation of the advisory function.

In the provinces in the western zone the role of the superintendent is gradually being redefined in practice, if not in law. The redefinition is being done by the superintendent himself in terms of the local and provincial expectancies in the leadership role. While he is not the chief executive officer of the board of trustees, he is in charge of the administration of the educational program and has full responsibility for the improvement of instruction. As an adviser to the board of trustees of the unit, he plays a major role in the development of policies concerned with centralization, school buildings, the extension of educational services, and special remedial programs.<sup>26</sup> In some cases he is given responsibility by the board for the employment and placement of teaching staff; in others his advice is taken without question.



Conditions of Appointment<sup>27</sup>

In the main, each of the provinces requires appointees to have from three to five years' teaching experience in elementary and secondary schools. Although previous experience as a principal or vice principal is not a requirement, most of the appointees are made from holders of such positions. Academic requirements in each of the provinces usually include at least a degree in education from a recognized university. In all of the provinces the qualifications for superintendents of schools are surprisingly similar.<sup>28</sup>

In New Brunswick some areas are almost wholly French Canadian and Roman Catholic. While there is no official recognition of minority rights in education in this province, care is taken to assign superintendents who are bilingual and Catholic to these areas.<sup>29</sup>

British Columbia, unlike any other province, permits the local area to contribute to the salary of the superintendent. Boards of trustees who wish to have the inspector act as the chief executive officer of the board or who desire special services from the superintendent may pay him a maximum of twenty-five dollars per one hundred pupils per year. This contribution is in addition to the salary he receives as an employee of the provincial Department of



Education. At the time of this study all but three areas make contributions to the total salary of the superintendent.

There are two classifications of superintendents employed by the provincial department in British Columbia--the municipal inspector and the inspector of schools. In the first category the superintendent is an agent of the provincial government, but, because the local area includes a city and pays a portion of his salary, the board of trustees has some voice in who shall occupy the office of superintendent. In theory, municipal inspectors may have their expenses paid to conventions and meetings which the district board thinks he should attend outside his own inspectorate. The second group cannot accept such expense money from the district boards. While this distinction is made on a theoretical basis, most of the superintendents interviewed in British Columbia claimed that it was a distinction in terminology rather than in any actual differentiation of duties, responsibilities, or loyalties.

#### Area of Responsibility

Superintendents of larger units in both the western and eastern zones are looked upon as the educational administrators in their respective areas. They are responsible





for the general supervision of all public school education in the unit as well as of all schools in the superintendency which are not part of the unit. In each of the provinces the boards of trustees look to the area superintendent for advice and guidance in planning, co-ordinating, directing, and evaluating the total school program.

Special supervisory personnel are employed by provincial departments to assist the superintendent in such fields as technical and vocational education, guidance services, and adult education.

Saskatchewan and Alberta both employ high school inspectors who are responsible for evaluating the secondary school program in each superintendency. In Saskatchewan the high school inspector acts as a consultant or specialist in the high school field. While in a superintendency the high school inspector is expected to work in close collaboration with the area superintendent. Together they plan the program of inspection which is to be carried out during the visit of the high school inspector. Each high school superintendent is selected primarily on the basis of competency in a content field such as science, mathematics, literature, or social studies and, as such, acts as a resource person to the area superintendent.



In Alberta the high school inspector has about the same relationship to the area superintendent as in Saskatchewan. He does, however, assume much more responsibility for giving leadership to the local superintendents through zone meetings, assisting with in-service training programs, school building surveys, and general educational planning.<sup>30</sup> As in Saskatchewan, the high school inspector is selected primarily because of specialization and competency in a subject matter field.<sup>31</sup>

The provinces of British Columbia, New Brunswick and Nova Scotia do not have high school inspectors. The area superintendent is responsible for the whole program of supervision in the elementary and high schools.

### Duties and Responsibilities

The charts beginning on page 138 summarize the duties and responsibilities which are set out by legal statute and regulations in each of the provinces.

In some of the provinces the duties and responsibilities of the superintendent are spelled out in detail; in others the school act merely states that the superintendent



shall be assigned to a district by the Minister of Education, who shall instruct him in his duties. In actual practice the duties assigned the superintendents by the minister, or by the school act, vary little from province to province.

In the charts below, the information for Column 1 is taken from Rural Education in Canada by J. C. Miller.<sup>33</sup> In his discussion of the work of the superintendent (inspector) about 1912, Miller listed his duties and responsibilities in some detail. In the relationship between the superintendent and the department and in the responsibilities of the superintendent for the internal little change is noted between those duties listed by Miller in 1912 and those listed by school acts in 1956. The duties and responsibilities of the superintendent which are different from those listed in 1912 are those which relate to the relationship between the superintendent and the board of trustees of a larger unit of administration.

Chart 1 lists those sections of the school acts which outline the duties of the superintendent as an agent of the department. These are administrative duties which the department expects him to carry out in order to evaluate the effectiveness of the foundation program.





Chart II lists those sections of the school acts which are concerned with the relationship between the superintendent as a government employee and the board of trustees of the larger unit of administration. Two of the sections (nos. 2 and 3) list duties and responsibilities which the department expects of the superintendent in relation to all boards of trustees, whether unit or non-unit. The other four have reference only to superintendents in larger units of administration.

The duties and responsibilities of the superintendent listed in Chart III are divided into specific categories. The categories under which official duties and responsibilities are organized were selected for the purpose of obtaining information from the superintendents on the actual role they played in education. Before they were finally adopted, care was taken to assess their suitability and acceptability both from the viewpoint of the superintendents themselves and from that of senior authorities.

As in the previous two charts, the first column, headed "M" indicates the traditional duties and responsibilities of the superintendent. In several instances it will be noted that in some sub-categories the duties of the superintendent are not common to all provinces. In category III



the superintendents in British Columbia have no supervisory responsibilities with respect to the work of the secretary, while in New Brunswick the inspector has no responsibility for the employment, placement, or dismissal of the teaching staff. In neither New Brunswick nor Nova Scotia does the superintendent have the right to give any direction to the secretary-treasurer with or without the sanction of the board of trustees.



## CHART I

RELATIONSHIPS ESTABLISHED BY STATUTE AND REGULATION  
BETWEEN (a) SUPERINTENDENT AND DEPARTMENTM<sup>x</sup> B.C. Alta. Sask. N.S. N.B.

The superintendent is held  
responsible for:

- |                                                                                                                                                                                                                         |   |   |   |   |   |   |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---|---|---|---|---|---|
| 1. Assisting the Superintendent of Education, or his counterpart in providing a uniform system of education through carrying out the School Act and the regulations of the department or Council of Public Instruction. | x | x | x | x | x | x |
| 2. Reporting to the department on all inspections made concerning teachers, pupils, premises, buildings, finances, or any matters dealing with the educational development in his inspectorate.                         | x | x | x | x | x | x |
| 3. Acting as official trustee of any district when he is so appointed by the Minister of Education.                                                                                                                     | x | x | x | x | x | x |
| 4. Ensuring that the expenses as budgeted are properly expended.                                                                                                                                                        | x | x | x | x | x | x |
| 5. Aiding the department in any way and on request of the head of the department carrying on such duties as may be assigned to him outside his inspectorate.                                                            | x | x | x | x | x | x |
| 6. Interpreting the law for teachers and trustees and answering any questions and furnishing any information which will assist them in performing their duties.                                                         | x | x | x | x | x | x |





## CHART II

RELATIONSHIPS ESTABLISHED BY STATUTE AND REGULATION BETWEEN  
 (b) SUPERINTENDENT AND THE BOARD OF TRUSTEES  
 OF A LARGER UNIT OF ADMINISTRATION

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M. B.C. Alta. Sask. N.S. N.B.

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The superintendent is required to:

- |                                                                                                                                                                                             |   |   |   |   |   |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---|---|---|---|---|
| 1. Attend, if possible, all meetings of the boards of trustees.                                                                                                                             | x | x | x | x | x |
| 2. Advise boards of trustees on such functions as lie within their jurisdiction.                                                                                                            | x | x | x | x | x |
| 3. Exercise supervisory authority in all matters relating to educational organization, instruction, and discipline.                                                                         | x | x | x | x | x |
| 4. Act as a liaison officer between the board of trustees, the principals and the teachers in all matters concerning educational organization and discipline.                               | x |   |   | x | x |
| 5. Perform the work as the educational officer of the Board and to see that the educational policies of the department as applied locally by the school board are administered effectively. | x | x |   | x | x |
| 6. Perform such functions as may be performed by the secretary of chairman, if he is so authorized by resolution of the board.                                                              | x |   |   |   |   |
-



## CHART III

DUTIES AND RESPONSIBILITIES OF THE SUPERINTENDENT AS  
ASSIGNED BY THE SCHOOL ACT AND REGULATIONS IN THE  
FOLLOWING AREAS OF THE EDUCATIONAL PROGRAM

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M. B.C. Alta. Sask. N.S. N.B.

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I. Instruction

The superintendent shall

- |                                                                                                                                  |   |   |   |   |   |   |
|----------------------------------------------------------------------------------------------------------------------------------|---|---|---|---|---|---|
| 1. Inspect and evaluate the work of the teacher.                                                                                 | x | x | x | x | x | x |
| 2. Report to the department and the board of trustees on the work and the efficiency in instruction of the teacher.              | x | x | x | x | x | x |
| 3. Advise with the teacher in order to improve instruction.                                                                      | x | x | x | x | x | x |
| 4. Co-operate with the teacher in developing in-service education programs such as conventions, institutes, and workshops.       | x | x | x | x | x | x |
| 5. Co-operate with the teachers in attaining the aims and objectives of the curriculum.                                          | x | x | x | x | x | x |
| 6. Ensure that all regulations concerning tests, examinations and promotions made by the department are carried out effectively. | x | x | x | x | x | x |



## CHART III (continued)

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M. B.C. Alta. Sask. N.S. N.B.

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II. Instructional Management

- |                                                                                                                                                                                                              |   |   |   |   |   |   |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---|---|---|---|---|---|
| 1. The superintendent is expected to examine all records of pupil attainment and promotion, the school register, and all other records which are kept by the teacher.                                        | x | x | x | x | x | x |
| 2. The certificate of the superintendent as to the grades and subjects taught shall be final.                                                                                                                | x | x | x | x | x | x |
| 3. The promotion of students shall be subject to review by the superintendent when such has been brought to his notice by the teacher or principal, or at the time of his visit to the classroom.            | x | x | x | x | x | x |
| 4. He is to keep in close touch with the attendance records of the students and shall either act as the attendance officer or shall ensure that such an officer carry out his work effectively.              | x | x | x | x | x | x |
| 5. He is to ensure that the educational policies developed by the board and within their jurisdiction as established by the School Act and regulations of the department are effectively put into operation. |   | x | x | x | x | x |





## CHART III (continued)

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M. B.C.Alta.Sask.N.S.N.B.

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- |                                                                                                                                                                                                                                 |   |   |   |   |   |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---|---|---|---|---|
| 6. To see that the instructional materials provided by the board of trustees and in accordance with the regulations of the department are properly used and cared for.                                                          | x | x | x | x | x |
| 7. To work with such committees or groups of teachers or principals as are established for the purpose of carrying on the educational program in a school or in the inspectorate, or for the purposes of improving instruction. | x | x | x | x | x |
| 8. To keep in touch with modern developments in administration, methodology, and organization and through research in co-operation with the teaching body seek to improve discipline, administration and teaching procedures.   | x | x | x | x | x |



## CHART III (continued)

M. B.C. Alta. Sask. N.S. N.B.

III. Personnel Management

The superintendent may

- |                                                                                                                                                                                        |   |   |   |   |   |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---|---|---|---|---|
| 1. Act as liaison between the Board of Trustees, the principals and the teachers.                                                                                                      | x | x | x | x | x |
| 2. Assign teachers to respective positions on the staff of the public schools, subject to the approval of the board of trustees.                                                       | x | x | x | x |   |
| 3. Require the secretary or treasurer of the board to produce all papers and other records of the board when requested to do so by the inspector of the superintendent.                |   |   | x | x | x |
| 4. Require the secretary or treasurer to comply with any lawful directions which might be given by the board directly or through the superintendent as to the execution of his duties. |   |   | x | x |   |

IV. School Community Relations

The superintendent is expected:

- |                                                                                                                         |   |   |   |   |   |   |
|-------------------------------------------------------------------------------------------------------------------------|---|---|---|---|---|---|
| 1. To promote the advancement of education through public meetings in his inspectorate.                                 |   |   |   |   |   |   |
| 2. To hold meetings of rate-payers and trustees in order to confer with people of the district on educational problems. | x | x | x | x | x | x |



## CHART III (continued)

M. B.C. Alta. Sask. N.S. N.B.

V. Business Management: Policy Planning

The superintendent is expected:

- |                                                                                                                                           |   |   |   |   |   |
|-------------------------------------------------------------------------------------------------------------------------------------------|---|---|---|---|---|
| 1. To attend all Board meetings, if possible.                                                                                             | x | x | x | x | x |
| 2. To advise the trustees on matters within their jurisdiction.                                                                           | x | x | x | x | x |
| 3. To advise the board of trustees in connection with conveyance, development of policies, administration, school equipment and supplies. | x | x | x | x | x |

VI. Business Management: Execution of Policies

The superintendent is expected:

- |                                                                                                                  |   |   |   |   |   |
|------------------------------------------------------------------------------------------------------------------|---|---|---|---|---|
| 1. To exercise supervisory authority in all matters relating to school organization, instruction and discipline. | x | x | x | x | x |
| 2. To see that the educational policies of the board of trustees are carried out effectively                     | x | x | x | x | x |





## FOOTNOTES TO CHAPTER IV

<sup>1</sup>Ontario, Report of Royal Commission on Education, op. cit., p. 322.

<sup>2</sup>Phillips, op. cit., p. 125.

<sup>3</sup>Department of Superintendence, Educational Leadership, Progress and Possibilities, Eleventh Yearbook (Washington: National Education Association, 1933), p. 33.

<sup>4</sup>Phillips, op. cit., pp. 234-5.

<sup>5</sup>Byrne, op. cit., p. 44.

<sup>6</sup>Hodgins, Documentary History of Education in Upper Canada, op. cit., Vol. VI, p. 206.

<sup>7</sup>Ibid., pp. 243-284.

<sup>8</sup>Quoted in Phillips, op. cit., p. 246.

<sup>9</sup>Statutes, Province of Canada, 13 and 14 Victoria, Chap. 48, Secs. 27, 36.

<sup>10</sup>Hodgins, op. cit., Vol. VIII, p. 263.

<sup>11</sup>Statutes, Province of Canada, 18 Victoria, Chap. 132, Secs. 1-2.

<sup>12</sup>Phillips, op. cit., p. 245.

<sup>13</sup>Ibid., p. 247-8.

<sup>14</sup>L.P. Audet, Le Systeme Scholaire de la Province de Quebec (Quebec: Les Presses Universitaires, Laval, 1951), Vol. II, p. 263.

<sup>15</sup>Phillips, op. cit.

<sup>16</sup>Ibid.



## FOOTNOTES TO CHAPTER IV (continued)

- 17 Ordinances of the North West Territories, 1885,  
No. 3, Sec. 4.
- 18 Ibid.
- 19 Ordinances of the North West Territories, 1891, No. 22.
- 20 Ordinances of the North West Territories, 1901,  
Chap. 29.
- 21 Hodgins, op. cit., Vol. 22, p. 115.
- 22 Ordinances of the North West Territories, op. cit.
- 23 J. C. Miller, Rural Schools in Canada (New York: Teachers' College, University of Columbia, 1913), pp. 149-50.
- 24 Ibid.
- 25 Interview with Mr. W. S. Lloyd, Minister of Education, Saskatchewan, April, 1957.  
Interview with Mr. W. E. Frame, Chief Superintendent, Alberta, March, 1957.
- 26 Robt. E. Rees, "Superintendents of Schools in Relation to School Division Boards in the Province of Alberta" (Unpublished doctoral thesis, Northwestern University, 1947), p. 228.
- 27 Appendix C., Table 1.
- 28 Appendix C., Table 3.
- 29 Units of School Administration and the School Inspector and His Work, Report of the CEA-University of Alberta Short Course in Educational Leadership, 1955, pp. 10-11.
- 30 Alberta, Department of Education, Report on Principal-Superintendent-High School Inspector Relationships, 1955. (Mimeographed)
- 31 Byrne, op. cit., p. 253.
- 32 Miller, op. cit., p. 149 ff.



## CHAPTER V

### SAMPLE AND METHODOLOGY

Part I of the dissertation is concerned with a discussion of the organizational, structural, and legal contexts within which the superintendent of schools discharges his duties and responsibilities. Within this frame of reference the superintendent is a line officer of the Department of Education and a staff officer of the board of trustees.

Part II of the dissertation is concerned with a discussion of the superintendent's interpretation of his actual role, his relationships with the Department of Education and boards of trustees, and the relative emphasis he places on the major functions of the office and the sources of authority.

The sources of information for Part I are found in the histories of educational organization in the several provinces, the annual reports of the departments of education, and the school acts. The main sources of information on the actual role of the superintendent in Part II are the superintendents themselves. Most of the information was obtained from the superintendents through questionnaires and interviews. This is supplemented by reports of the CEA Project in Educational Leadership, and several unpublished dissertations on the larger units of administration in British Columbia, Alberta, and Saskatchewan.





## Questionnaire

The questionnaire which was sent to all superintendents of schools in larger units was in two parts--a manual of directions and the questionnaire. The manual of directions explained the methods of scoring for both functions and sources of authority, examples, and other pertinent information (Appendix A, Sample 1).

In the main body of the questionnaire the activities of the superintendent were organized under six main categories; instruction, instructional management, personnel management, school community relations, and two aspects of business management--policy planning and policy execution. All of the categories, except school community relations, were further divided into five subcategories. The category of school community relations was divided into four parts. Each of the subcategories was scored three times; first, on the activities which are part of the superintendent's work; secondly, on the distribution of emphasis on the functions; and thirdly, on the significance placed on each of the three major sources of authority. Each of the subcategories contained a short explanation of what activities might be included, but the superintendents were asked to consider them only as representative. (Appendix A, Sample B)



A copy of the questionnaire and manual of directions was sent directly to the superintendents in British Columbia, Alberta, and New Brunswick after permission had been received from the chief superintendent of schools or the deputy minister. In Saskatchewan and Nova Scotia the questionnaires were distributed through the office of the chief superintendent of schools. The response to the questionnaire is contained in Table I, page 18.

### Interviews

During the months of April, May, June, and September, 1957, a total of one hundred and twenty-three superintendents from all provinces of Canada, with the exception of Quebec, were interviewed. Sixty-three were interviewed during the Short Course in Educational Leadership in Edmonton in May and the remainder in their respective provinces. Sixty-eight of the superintendents were from larger units of administration. The remainder were from cities and from superintendencies which were made up of small districts.

The chief superintendents of schools in the provinces of British Columbia, Alberta, and Saskatchewan along with directors of school administration, a deputy minister, directors of curricula, research, guidance, and vocational education were also interviewed for the purpose of obtaining information on the legal role of superintendents. These



interviews were partly structured in the sense that certain specific questions were asked each person in order to obtain information (Appendix A, Sample 3). The summary of rank scores contained in Table XI, Appendix B, was based partly on information obtained from interviews and partly from the school acts. The information contained in Table XII, Appendix B, was obtained from the structured part of the interviews with superintendents of larger units of administration.

Much of the information obtained from the interviews with the superintendents, however, does not lend itself to such specific classification as found in Table XII, Appendix B. Table XIII has been developed for the purpose of reducing lengthy verbal material to the essential facts which are pertinent to the dissertation. These statements have been quantified to establish the relative importance which the superintendents attach to different factors in their job and to get the focus of attention. Those who did not comment on any one of the categories perhaps did not think of it. It could be assumed that if no definite statement was made this aspect was of no particular concern at the time.<sup>1</sup> This was further confirmed by interviews with the superintendents of schools who attended the CEA University of





Alberta Course in Educational Leadership in May, 1957.

Information obtained from the superintendents through interviews and from letters which accompanied the questionnaires when they were returned indicated general agreement with the categories selected in all sections of the questionnaire, except that part which asked for a distribution of time between the activities connected with the several categories. Quite a large number of superintendents refused to answer this section. Others pointed out that the distribution was strongly biased by the conditions as they existed at the time the questionnaire was completed. All of the superintendents interviewed stated that a similar distribution of time made six months later would not likely bear a very close relationship.

The validity of these categories further is supported by the fact that though provision was made on each page for the addition of more sub-categories only seven out of one hundred and sixteen respondents found it necessary to make additions. Five reported on work in Indian schools which were not a part of the larger unit and thus not germane to the study. Only two reported on meetings with principals' groups which could have been included in a sub-category already present in the main body of the questionnaire (Sample 2, II, 4, Appendix A).



### Reliability

Prior to distributing the questionnaire to all superintendents of larger units of administration a pilot study was made. A copy of the tentative questionnaire and manual of directions was sent to the chief superintendent of schools in each province except Quebec and Newfoundland, and practicing superintendents.

Table IV gives the distribution of the questionnaires from the provinces where it was applicable and the number which was returned.

TABLE IV  
DISTRIBUTION OF QUESTIONNAIRES IN THE PILOT STUDY  
BY PROVINCES

|                 | B.C. | Alta. | Sask. | N.S. | N.B. | Total |
|-----------------|------|-------|-------|------|------|-------|
| No. Distributed | 4    | 5     | 5     | 2    | 2    | 18    |
| No. Returned    | 3    | 5     | 4     | 1    | 1    | 14    |

Tables XV to XIX, Appendix B, indicate that the rank scores obtained from the summary of data from the questionnaires, pilot study, and interviews agree in most instances. Attention is drawn to areas of disagreement in the tables by (x).

In the western zone the major disagreements are between



the assignment of equal ranks to two functions or two sources of authority from one source of data and different ranks by the other two. As a general rule, where disagreements occur, the ranking upon which there are two agreements is the one accepted as the most reliable.

The greatest amount of disagreement among the data from the three sources is found in the provinces of Nova Scotia and New Brunswick, partly because the number of replies from the pilot study and the number of interviews are very small and partly because the short length of time in which the larger unit has been in operation in Nova Scotia precludes the appearance of any clear-cut characteristics or modes of action. New Brunswick, as has been noted before, is in a period of transition.

### Validity

Several drafts of the questionnaire were evaluated by members of the Faculty of Education who had had experience as superintendents of schools, the high school superintendents of Alberta, the chief superintendents of schools in both the western and eastern zones, and at least two practicing superintendents in each of the provinces. The final draft of the questionnaire and manual of directions were developed in the





light of criticisms and suggestions on the preliminary drafts. Before the final distribution, two to four superintendents in each province were asked to complete the questionnaires. An analysis of those which were returned indicated that the categories and subcategories selected were sufficiently comprehensive to provide information on the major activities of the superintendents.

The face and rational validity of the instrument was supported by an empirical test based upon the non-parametric  $X^2$  test for  $k$  independent samples.

In filling out the questionnaire the superintendents were asked to distribute four points in each sub-category to indicate the relative emphasis placed on the three functions, and another four points to indicate the relative significance they placed upon the three sources of authority. The results obtained appear as frequencies distributed into discrete categories under functions and sources of authority. The values of  $X^2$  distributed approximately as chi-square indicate that the probability of an indiscriminate distribution of these frequencies is beyond the .001 level in all provinces in both functions and sources of authority. From this we can conclude that the sources of authority and the functions selected were valid in that the distribution between the three functions and



the three sources of authority was made on the basis of conscious discrimination.

The second test of validity was made by means of partly structured interviews with the superintendents and chief superintendents. The opinion of the latter was asked as to the suitability of the categories, the definition and description of the functions and sources of authority. The three chief superintendents in each of British Columbia, Alberta, and Saskatchewan stated they were acceptable. Letters from the chief superintendents of British Columbia, Alberta, Saskatchewan, Nova Scotia, and New Brunswick accepted the questionnaire and its content as a valid instrument for use in their respective provinces. The superintendents of schools were asked to rank their functions and sources of authority in relation to each category on the basis of which was considered the most important and which the least important one. The results in the form of ranks obtained from all the questionnaires returned, the pilot study, and the interviews are summarized in Tables XV - XIX, Appendix B.

Copies of the questionnaire and manual of directions were sent also to chief superintendents in the provinces of Manitoba, Ontario, and Prince Edward Island. Replies by letter from each of these provinces stated that the form and



content of the questionnaire was not applicable to the situation in each of these provinces because there were no larger units of administration in operation.





## FOOTNOTES TO CHAPTER V

<sup>1</sup>B. Berelson, Content Analysis (Glencoe: Free Press, 1952). Table XIII, Appendix B, was organized on the basis of information contained in this book. All the pertinent information from the interviews is contained in Tables XII, XIII.



## CHAPTER VI

### THE SUPERINTENDENT AS A LINE AND STAFF OFFICER

Within the educational system, as in all large bureaucratic structures, there are two major groupings; the staff organization which is mainly concerned with service; and the line organization which is wholly concerned with production processes. The main functions of the line officer are supervisory and administrative; those of the staff officer are research and advisory.<sup>1</sup> The status of the line officer is determined by the relative amount of authority attached to his position in the hierarchy, while that of the staff officer is determined partly by the authority of the administrator with whom he works and partly by the personal authority of knowledge and ability.<sup>2</sup>

The superintendent of schools in each of the provinces in Canada is both a line officer and a staff officer. As an agent of the department of education in the field he is a line officer and he is expected to use specialized administrative and supervisory functions to maintain and increase the efficiency of the local educational system. As a specialist he is attached to the office of the board of trustees in an advisory capacity and is thus, in this relationship, a staff officer.



The top level of leadership in the educational systems of Canada is centred in the Cabinet, the Council of Public Instruction, or the Board of Education, with the Minister of Education as its chief officer.<sup>@</sup> Below the Minister are two main powerholders, the department of education as the superior one and the board of trustees as the subordinate. Each of these powerholders in itself forms a sub-hierarchy within the pyramidal hierarchy of authority and responsibility. In each the legitimate authority conferred on the offices is that which is more or less specifically defined by law and stated in the school acts, or by directive from the minister. The school acts spell out the amount of authority delegated to an office by defining the extent and degree to which the office holder may influence and direct the behavior of others in the attainment of the goals of the institution. This amount of power may be measured according to two criteria: "(1) the number of actions of any given person in each of any number of selected types of behavior over which control is realized; and (2) the number of persons so controlled."<sup>3</sup> These two criteria determine the extent of institutionalized power, or the span of control of authority of the office. They are often used to determine the superior, subordinate

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<sup>@</sup>Quebec and Newfoundland excepted.





and co-powerholders and status positions within a bureaucratic structure.<sup>4</sup>

These concepts of line and staff officers, their functions, the distribution of authority to the two major powerholders, and the criteria by which the amount of authority exercised by superior, subordinate, and co-powerholders are necessary to establish the frame of reference for the discussion of the actual role of the superintendent of schools in a larger unit of school administration.

### Balance of Power

The establishment of the larger unit as the basic unit of school organization in the provinces of the western zone and Nova Scotia greatly reduced the number of local authorities. British Columbia had 653 boards of trustees in 1945, 89 after the organization of larger units in the province was completed.<sup>5</sup> Alberta had almost 3500 organized districts in 1935; in 1956 there were 725, of which 59 were school division boards.<sup>6</sup> In Saskatchewan 56 of a possible 60 superintendencies were organized as larger units by 1956. Included in these larger units were 4406 rural districts, 329 village and 67 town districts.<sup>7</sup> In Nova Scotia 1685 rural and village school sections were placed under the control of 17 municipal boards in 1956.<sup>8</sup>



The well known "balance of power" principle which Metternich expounded so ably in the nineteenth century as the basis for establishing and maintaining political equilibrium in Europe is also inherent in the maintenance of stability in a bureaucracy. Theoretically, the relative status accorded a position in the hierarchy is determined by the ratio of the amount of authority at the command of the office holder to that of each of the other status positions.<sup>9</sup> If the total authority of one position is increased its relationship to all other status positions and their inter-relationships is disturbed and disequilibrium results.

The concentration of the powers of eighty or more small district boards under one board and the increase in authority granted the boards of trustees under the statutes which established the larger units gave them much more control over the behavior of employees and those associated with the local educational system. Traditional authority in relation to employment of staff was greatly expanded with the physical expansion in geographic area, school plants, and kinds of positions available. Questions of transfer from position to position and from area to area--seldom if ever a problem in the small district--in the new organization were of concern to both staff and board. Centralization was not a problem in the small district, but the right of the board



to determine the school which children shall attend has affected almost every parent in some areas, and some parents in every larger unit.

The increase of the span of control meant the impersonalization of rules and regulations. The necessities of efficient operation demand the impersonalization of authority and of the administrative process. In the small district, with few people involved, most of the problems were resolved on a personal basis; in the larger unit, general overall policies concerned with uniformity cannot take into consideration the needs of the few at the expense of the majority. The change-over from the personal, face-to-face relationships of trustees, teacher and parents in the small district to the impersonal administrative processes of the larger unit produced immediate stresses and strains within local school systems.<sup>11</sup> Some of these stresses demanded immediate attention.

In the departments of education themselves, the reduction of the number of local authorities in relation to the central brought changes in structure. In Saskatchewan and British Columbia the major changes have been in the increase of staff positions to provide expert service in areas of major concern; in Alberta there has been a restructuring and redefinition of the lines of authority and responsibility.





These are indications of the rearrangement of status positions to accommodate the increase in the resources at the local level and the growing demands of the populace of the provinces for better and more extensive educational opportunities for the students.

The greatest change in the balance of power, however, has taken place within the superintendency. The span of control of a superintendent in a non-unit superintendency is much greater than that of the local board administering the externa of a one-roomed school. In larger units of administration, however, the board of trustees administers an area which in most instances is co-terminus with the superintendency. They administer the same amount of authority as the superintendent, though not the same kind. As a line officer of the department the superintendent is mainly concerned with the interna, while, traditionally, the main concern of the board of trustees was with the externa. Theoretically, the two areas are integrated through the advisory and research position which the superintendent occupies as a staff officer of the board of trustees of a larger unit.

### British Columbia

From the information obtained from the respondents through the questionnaire and interview, the inspector of



schools--as he is known in British Columbia--has had many years of experience as teacher and principal before appointment to his present position. All superintendents have had at least ten years' teaching experience; some have had as many as thirty-four. Some have had as many as twenty-five years' experience as inspector (Table XI, Appendix B).

On the basis of the number of students and teachers there are two definite divisions in the inspectorates. Four of the superintendencies include cities within their administrative boundaries. Each has from one to three assistant inspectors and from five to fourteen special subject supervisors, directors, supervisor of special areas such as primary and elementary education, and in-service education.

In other inspectorates from which reports were received the number of students ranged from 2,000 to 4,700, and the number of teachers from sixty-five to three hundred. Only six superintendents reported no assistants, while sixteen reported from one to three.

To judge from the reports received the average inspectorate in British Columbia has more pupils and teachers than those in Alberta and Saskatchewan, but there are more areas with assistant inspectors and special supervisors than in either of the two latter provinces (Table XIII, Appendix B).



An examination of Table XX, Appendix B, indicates that most of the superintendents have duties and responsibilities in relation to all of the subcategories. All were concerned with the teachers, their work, training and welfare. All aspects dealing with pupils, their progress, promotion, the adaptation of the educational program to their abilities, their attendance at school, and the development of educational policies of the board of trustees to suit the needs of the students, came within their purview. While the mechanics of administrative details of the purchase and operation of busses and the routes which they followed are not within the area of responsibility of the inspector in British Columbia, problems arising from centralization and the total school program affected all inspectors.

Many of the inspectors interviewed deplored the inadequacy of the present public relations programs and the replies to the questionnaire indicated similar concern.

In British Columbia, none of the aspects included in any of the subcategories appeared to be of minor or no concern to the majority of the inspectors. Only six of the twenty-five respondents to the questionnaire indicated that the board of trustees took no part in matters dealing with courses of studies, the progress and promotion of students





and in-service training programs of teachers. These six, then, did not have any responsibilities in relation to this area. (Table XX, II, 2)

Some of the superintendents had no responsibilities in connection with the employment or the work of the non-professional staff, such as caretakers, bus-drivers, or of the office staff. To them the principal was mainly responsible for the work of the caretaking staff and the quality and effectiveness of the work of the office staff was the sole responsibility of the secretary and the board of trustees.

#### Sources of Authority

All inspectors, except those in the city of Vancouver, are employed by the provincial government. Their duties and responsibilities as line officers are defined in the Manual of School Law and School Regulations published under the authority of the Council of Public Instruction.<sup>12</sup> These regulations also direct the inspector "to advise the trustees on matters within their jurisdiction" and "to attend all meetings of the board of trustees when convenient,"<sup>13</sup> thus placing them in the position as staff officers to the boards of trustees.



The Department of Education<sup>14</sup>

The inspector of schools identifies himself with the Department of Education in the improvement of instruction in the classroom and the technical and administrative aspects concerned with the progress, promotion, and attendance of students. As an officer of the Department of Education he accepts the responsibility for evaluating the work of the teacher and the effectiveness of the methods and techniques used. He is interested in assisting the teacher toward personal improvement through providing assistance and guidance to the individual and through in-service training programs which include the entire staff.

In British Columbia the Department of Education exercises close and direct control over all aspects of adult education, the centralization of school facilities, construction of new buildings, the purchase and operation of school busses and the routes they are to travel. Very close administrative and supervisory controls are exercised by departmental auditors over the budget and through it over the finances of each school district in the province. The Department of Education does not expect or encourage the inspectors to accept any responsibility in these areas.<sup>15</sup>

(Table XV, I, Appendix B)



### Boards of Trustees

Inspectorates in British Columbia may include from one to four larger units of administration. In addition to the two or more school districts--as the larger units of administration are known--an inspectorate may also have several small, isolated districts attached to the area. In some areas the number of inspectorates containing more than one larger unit is being reduced gradually as more inspectors are successful in obtaining agreement between the boards to merge and unite into one unit which is co-terminus with the boundaries of the inspectorate.

Where there is more than one school district in an inspectorate the inspector finds it necessary to adjust his work to the kind of board and the problems to be dealt with. In many cases the members of the board in one school district are from rural areas, while the members of another board may be predominantly business and professional men. In one, the problems connected with centralization may be of immediate concern, while, in the other, poor relationships between the board of trustees and the teaching staff demand the full attention of the inspector. All of the inspectors interviewed who had more than one district in the inspectorate indicated the necessity for adjustment in behavior in relation





to each board as one of their major problems.

A rapid or continuous change in board membership posed problems to the inspectors. New members on the boards of trustees were not familiar with, and often were unsympathetic to, aspects of the program in operation and plans for future development. To ensure the continuity of development, or often to protect the program in operation, the inspectors find it necessary "to educate" the new board members.

Rapid changes in board membership may also lead to a reversal in policies which have been in operation over a period of years. This is particularly evident in areas where industrialization is rapid and extensive. Previous to the industrial development, many boards of trustees had a preponderance of farmers as members. These boards were vitally interested in the development of agricultural programs in the schools. As industrialization of the area increased, however, membership on the boards came largely from the business and professional men who were indifferent to the program for agricultural education. These inspectors report that, in such instances, agriculture is disappearing from the school program.

In the main, boards of trustees give no direction to



the inspector in the field of education. As their chief executive officer and the employee of the government, they expect him to manage the educational program of the area effectively. Many inspectors accept the fact that boards of trustees have a right to expect efficient management of the educational program. In this sense, the inspector of schools is primarily responsible to the board of trustees. In another sense, legislation by the board of trustees is necessary to implement educational programs in the area.

Initiatory legislation by the boards of trustees is necessary before anything beyond the foundation program can be developed. Courses in agriculture, technical and vocational education, as well as special classes for the atypical children, library facilities, and many other necessary aspects of the modern educational program require direct board approval, or implied approval through the vote of funds. Through the control of items included in the budget and the general distribution of monies available the boards exercise direct control over many aspects which are essential to the instructional program in the classrooms.

In fields such as personnel management, policy planning, and the efficient execution of policies, the inspectors recognize the boards of trustees as the primary source of authority.



Own Initiative

Under the column, "own initiative" in the questionnaire, the inspectors were asked to indicate the degree to which they carry on activities which are not specifically required by either departmental or board regulations and directives. The distribution of scores in these three columns under sources of authority, then indicates the degree to which the inspectors feel that they are line and staff officers of the department and board of trustees and the degree to which they accept the responsibilities of educational leadership over and above the minimum requirements established by law and regulation.

An examination of the distribution of these scores in Table XX, Appendix B indicates that the inspectors in British Columbia place the major emphasis on their own initiative in most of the categories and sub-categories. In the field of instruction the inspectors indicate that most of the activities carried on in relation to the pupil in the classroom, in-service education of teachers, and special classes are due to the initiative of the educational leader. Only in the activities related to the evaluation of the work of the teacher in the classroom, adult education, pupil accounting,





working conditions of teachers, and matters of finance and centralization does the inspector recognize the Department of Education as the superior source of authority. The board of trustees is accepted as the superior source of authority in such matters as personnel management and in both aspects of business management--policy planning and policy execution. The relative distribution of the scores among the three sources of authority gives an indication of what the inspectors interpret as to what must be done to provide for the minimum program in operation in the district and what is done by the educational leader to exploit all resources for purpose of improving and extending the educational opportunities available to the students in the area.

### Functions

As a line officer the inspector is responsible to the department for the effective utilization of administrative and supervisory functions assigned to the office. As an expert and as the chief executive officer the inspector of schools in British Columbia is expected to be prepared to advise the boards of trustees on all educational matters which come within their area of responsibility. Because the inspector has legal status as the chief executive officer, the board of trustees seems to expect the inspector to take



a more active part in co-ordinating department-board relationships. A large proportion of the inspectors interviewed reported that the boards of trustees expected them to act as the chief spokesman for the district, interpreting the needs of the local area to the department. As the educational leader in the area the inspector was usually held responsible by the board of trustees for obtaining as many concessions from the department as possible, particularly in the way of grants. Thus, on one hand, as a line officer the major emphasis should be upon the administrative and supervisory functions of the officer, and on the other hand, as staff officer, the advisory function should be given the most consideration. The question, then, is, "In the actual working situation, which of the functions receives the most emphasis and to what extent?" On the basis of data obtained from the questionnaire the advisory function is considered by the inspectors as their most important. This is closely followed by the supervisory function. The administrative function is rated as the least significant in their work.

### Advisory Function

Most of the inspectors of schools who were interviewed stated that their most effective work was done on the basis of long-range planning. After the planning stage was



completed the next step was to get the plans into operation. This always necessitated support from the board of trustees and often a definite motion being placed on the minute book. As many of the inspectors pointed out, "the chief function of the inspector is advisory in the sense that it is through the use of this function that he gets his plans in operation, either directly through the development of effective board policies, or through working with the principals and the staff." (Table XV, I, Appendix B)

The emphasis placed on this function in all categories in the questionnaire reinforces its significance in the eyes of the practicing inspectors in British Columbia. Only in the sub-categories relating to classroom procedures, special classes (Table XX, I, 1 and 5), research (II, 5), working conditions of teachers (III, 5), and the execution of board policies relating to the educational program (VI, 5) is the advisory function given a secondary place.

### The Supervisory Function

Many of the inspectors indicated that the supervisory was equal in importance to the advisory function in many areas. Once the plans had been approved the inspector had to share equal responsibility with the teaching in order to implement





the policies. They pointed out that where a policy was more or less permanently established, the advisory function of the superintendent often was no more important than the supervisory and in some instances was less so. Some of the inspectors felt that supervision would tend to become more and more important as change became less rapid and the educational system stabilized itself. Others felt this would be offset by the improvement in staff qualifications and the increase in professional abilities of the teaching staff as a whole, and the principals in particular. In such a situation, the advisory function of the inspector would tend to increase proportionately. (Table XV, I, Appendix B)

The emphasis placed upon the supervisory function is particularly evident in the categories of instruction and instructional management. This function is recognized as most important in classroom instruction, special classes, and working conditions of teachers. It is in these areas that the need for the integration of the personal needs and objectives of the individual teacher and those of the local educational system is most noticeable. It is through this function that the adjustment between the impersonal laws and regulations of the administrative process and the personal problems and desires is accomplished. It is also by means



of this function that the plans for improvement and extension of educational opportunities are put into effective action.

### The Administrative Function

To the inspectors in British Columbia much less emphasis is placed upon the administrative function than on the other two. Only in those fields of activity where the department and board have enunciated clear and definite laws and regulations, and where definite evaluation of the program is requested, do the inspectors place major emphasis on this function. In classroom instruction the administrative function is as important as the advisory. Only in relation to the employment, transfer, and dismissal of teachers and the execution of board policies is major emphasis placed upon the administrative function.

### Summary

Figure 11 illustrates the significance which the inspector in British Columbia places upon three of the sources of authority in the determination of his activities and the way



in which he discharges his duties and responsibilities.

Figure 12 gives a graphic illustration of the relative emphasis he places upon the three functions.

### BRITISH COLUMBIA

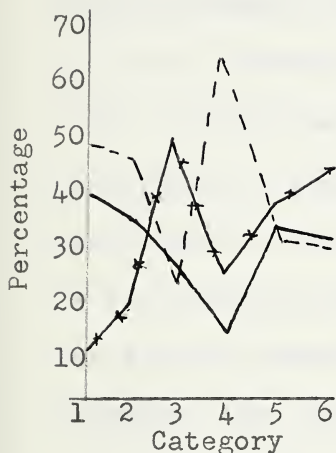


FIGURE 11

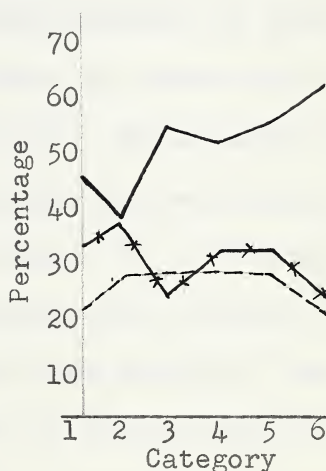


FIGURE 12

Sources of Authority<sup>x</sup>

Distribution of Functions

<sup>x</sup>Categories

1. Instruction
2. Instructional Management
3. Personnel Management

4. School-Community Relations
5. Business Management: Policy Planning
6. Business Management: Policy Execution

### Legend

Dept. Directive  
Board Directive  
Own Initiative

—————  
xxxxxxxxxxxxxxxxx  
-----

Advisory  
Supervisory  
Administrative





Alberta

Like his compatriot in British Columbia, the superintendent of schools in Alberta has had many years of experience as a teacher and principal before he was appointed as superintendent. The "average" superintendent in Alberta has had about fifteen years of experience as teacher and about eight to nine years as superintendent. He has about eighty classrooms to supervise and twenty-two hundred students in attendance in the schools in the area. In a few areas many of the students still attend one-room rural schools. However, the Alberta superintendent is much less likely to have an assistant than are superintendents in either British Columbia or Saskatchewan. Only seven of the thirty-eight superintendents who answered the questionnaire reported having a helping teacher or an assistant superintendent. Unlike British Columbia, very few superintendents have more than one larger unit of administration within their superintendency, although many have within the superintendency towns and villages which are not part of the school division (Tables V, VI, VII, Appendix B).

While all of the categories in the questionnaire were of concern to all the superintendents who reported, there were two or three sub-categories which were not part of the



work of many (Table XXI, Appendix B). Less than a quarter of the reporting superintendents indicated that adult education was a part of the program in the school division and only about one-third reported special classes for atypical children. In several instances special attention was paid to atypical children as a group within a classroom, rather than as a separate class. About one half of the superintendents reported that they had responsibilities concerning the office staff and the care, maintenance, and use of school buildings. All, or most, of the superintendents' duties and responsibilities are in relation to the other sub-categories.

### Sources of Authority

In most instances the duties and responsibilities of the superintendents of schools in Alberta are similar to those in British Columbia. Unlike either British Columbia or Saskatchewan, however, the superintendent in Alberta is the attendance officer for the superintendency.<sup>15</sup> In the other two provinces he supervises and advises attendance officers appointed by the boards of trustees.

### The Department of Education

In British Columbia the superintendent of the larger unit is responsible for the public, junior high, and senior schools in his area. In Alberta, the high school inspector



staff is responsible for all inspections in high schools. However, they also assist the superintendents in the school divisions in institutes, workshops and in zone meetings. In many ways they act in a liaison capacity between the superintendents in the school division and the Department of Education.<sup>16</sup>

The superintendents of schools in Alberta consider themselves as agents of the Department of Education in the local area. While considerable emphasis is placed upon the position of the superintendent as the chief executive officer in British Columbia, there is no legal provision for such a position in Alberta. In the latter province the department looks upon the man as the educational leader in the area and expects him to establish himself as such through his own qualifications and superior ability.<sup>17</sup>

In British Columbia the central authority is concerned about maintaining close control of the internal of education and a clear distinction between the superior and subordinate authority. Many of the superintendents in Alberta report that the main stress in this province is upon the joint responsibility of the provincial and local authorities for the achievement of common ends. Much of the responsibility for the co-ordination and integration of the aims and objectives of the provincial department and the local boards of





trustees thus rests with the local superintendent. This approach to joint responsibility is also apparent in the emphasis given the program of group supervision in most of the superintendencies of the province. In the Annual Report of the Department of Education in 1956, the chief superintendent reports that in thirty-six of the superintendencies the superintendents and the principals' associations meet together frequently during the year for the purpose of developing a group approach to the problems of supervision.<sup>18</sup>

While the authority of the department is recognized by all superintendents in relation to all categories, it is most significant in directing the activities of the superintendent in evaluating the work of the teacher in the classroom and in pupil accounting, (Table XXI, II, 1). In these two areas the superintendents are guided almost wholly by the requirements of the Department of Education and their own initiative. In neither is the board of trustees accorded significant authority. From this it can be assumed that the Department of Education in Alberta feels that it can guarantee a uniform foundation program to all students in the province through the emphasis on instruction in the classroom, the courses of study, and the direct enforcement of attendance laws. From the viewpoint of the superintendents, the



department has the least authority in matters dealing with non-professional staff such as caretakers and bus drivers and office staff in the local school division.

### The Board of Trustees

The importance of a close working relationship with the board of trustees was stressed in one way or another by most of the superintendents who were interviewed. Several letters attached to questionnaires mentioned difficulties which arose when there were poor relationships between the superintendent, the board, and the secretary of the school division. Others mentioned that despite this they found the present arrangements between board, secretary, and superintendent quite satisfactory.

As in British Columbia, a number of the superintendents expressed concern over the difficulties which arose when the membership in the board of trustees was changing constantly and at times rapidly. The instability in board membership was often reflected in instability of staff and constant change in policy. The men who reported being in this position felt that, until some measure of stability was obtained, their main concern was to hold the present organization together. All the superintendents contacted agreed that one of the major responsibilities of the superintendent in situations



such as this is to educate the board members in the major objectives of the program and attempt to obtain the establishment of long-range and permanent policies. (Table XIII, Appendix B)

The main areas of authority ascribed to the board of trustees were in relation to the employment and working conditions of staff, or in personnel management, policy planning and execution. None of the superintendents accepted the board of trustees as a significant source of authority in any of the aspects connected with instruction, work with committees of teachers, or in fact finding and research activities. (Table XXI)

The approach of the superintendents in Alberta to the question of the use of their own initiative was quite similar to that in British Columbia. As one person put it, "the Department of Education and the local board lay out in specific terms what they consider the minimum program to be. From there, I am expected to do the best I can with the resources and money available to obtain a better education for the children in the area."

### Functions

The superintendents of schools in Alberta give more emphasis to the necessity of long-range planning based upon accurate information than to other aspects of their work.





Many of them agree that the emphasis upon the relative importance of one function in comparison with the other two depends upon the conditions existing in the local area. During periods of rapid and extensive change new policies must be developed to meet the problems which appear. In such a situation the planning and advisory functions of the superintendent are the most important until the policy is well established. After this the main concern of the superintendent is with supervision.

### The Advisory Function

In the questionnaire the superintendents placed the main emphasis on the advisory function in those categories which were not concerned directly with instruction, such as personnel management, school community relations, and both aspects of business management. In the two major categories of instruction and instructional management, the advisory function is placed second to supervision. Since the larger units of administration have been in operation in Alberta since 1936--ten years longer than in British Columbia and nine years longer than in Saskatchewan--the hypothesis that there is a close relationship between change and the use of the advisory function, and conversely stability of operation and the emphasis upon the supervisory and administrative



functions demands closer investigation than it has received in the past.

### The Supervisory Function

More emphasis is placed on the supervisory function by the superintendents in Alberta than in British Columbia. The Annual Reports of the Department of Education and many of the statements made by the superintendents stress the development of co-operative supervisory programs by superintendents and principals. The first mention of this type of supervisory procedure in an Annual Report of the Department of Education is made in 1953. In summarizing the major activities of the superintendents for the year the report says:

It is significant that many of the administrative changes involve, in a rather direct way, the increase and improvement of co-operative relations and action among trustees, principals, teachers, and lay groups. Principals' meetings are called by the superintendents and periodic meetings of principals' associations have become widespread and through them an increasing number of administrative responsibilities are assumed by principals.<sup>19</sup>

Three years later the progress in group supervision is given greater emphasis. Speaking of principals' associations, the Annual Report of the Department of Education, 1956, states:

Principals' associations. . . meet from four to ten times per year, giving valuable aid to the superintendents in school administration, testing programs, promotion policies, direction of special projects, and public relations.<sup>20</sup>



### The Administrative Function

As many of the superintendents stated in several ways, the administration of the laws and regulations of the Department of Education is an underlying function of the superintendent. It is used mainly in dealing with things and policies, but not with people unless they seriously interfere with the effective operation of some part of the school system.

Many of the policies which have been developed for the effective operation of the external of the school system have become reasonably stable and operate within the framework of laws and regulations. In most instances the boards of trustees and the teaching staffs are reasonably stable and the administrative function of the superintendent is rarely brought to the fore. In all of the categories and sub-categories, this function was ranked the lowest in all except the execution of board policies in relation to the educational program, where it was given only slightly higher emphasis than the advisory function and much less than the supervisory one. (Table XXI, Appendix B)

### Summary

Figures 13 and 14 summarize the significance which the superintendents place upon the sources of authority, and the





relative emphasis which is placed upon each of the functions. Generally speaking, the superintendents of schools in Alberta place the emphasis on their own initiative as the main source of authority in all fields except policy execution, and upon the advisory function in all fields except instruction and instructional management.



ALBERTA

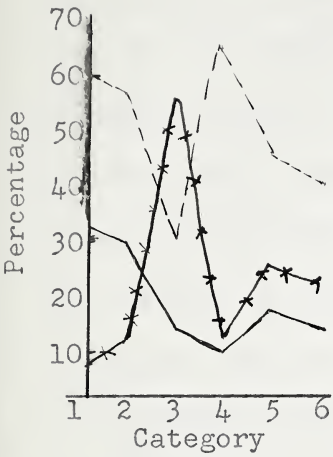


FIGURE 13

Sources of Authority<sup>x</sup>

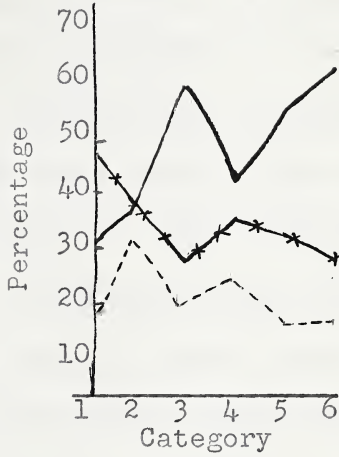


FIGURE 14

Distribution of Functions

<sup>x</sup>Categories

- |                             |                               |
|-----------------------------|-------------------------------|
| 1. Instruction              | 4. School-Community Relations |
| 2. Instructional Management | 5. Business Management:       |
| 3. Personnel Management     | Policy Planning               |
|                             | 6. Business Management:       |
|                             | Policy Execution              |

Dept. Directive  
Board       "  
Own Initiative

Legend  
-----  
xxxxxxxxxxxxxxxxxx  
-----

Advisory  
Supervisory  
Administrative



Saskatchewan

In years of experience as teacher, qualifications for the position, and type of area for which he is responsible, the superintendents of schools in Saskatchewan are very similar to those in Alberta. The "average" superintendent of schools in Saskatchewan has had eighteen years of experience as a teacher and nine years as a superintendent. He is employed by the Department of Education and placed in charge of an area containing eighty to ninety school districts with ninety to one hundred classrooms in operation and approximately two thousand students in attendance. In many of the superintendencies there are towns or consolidated school districts which are not part of the school unit, but which are within the boundaries of the superintendency.

(Tables V, VI, VII, Appendix B)

The larger school units act is patterned closely on the school act in Alberta. The close legal relationship between the two acts has been reinforced by the exchange of information and ideas by senior officials in the departments of education<sup>21</sup> and between the superintendents in the two provinces; through exchange of representatives at provincial conferences, and joint meetings of superintendents from both provinces at points near the border. With a common beginning





under a single government in the North West Territories, common geographical features, and the close relationship in school organization it is not surprising to find a similar approach to problems among the superintendents in both provinces. In almost every respect Saskatchewan is following the lead of Alberta in the development of various aspects of the larger unit of administration.<sup>22</sup>

As in Alberta, only a small proportion of the superintendents indicated on the questionnaire that adult education and special classes for atypical children were included in the educational program in their superintendency. Half the superintendents, or less, reported that they had any responsibilities for the work of the non-professional staff, or the office staff. Twenty-nine superintendents of a total of fifty-three indicated that they had accepted no responsibilities in connection with the negotiation or determination of salary schedules for teachers. Only about two-thirds of the superintendents reported any responsibility for the proper and effective execution of board policies.

#### Sources of Authority (Table XXII)

The duties and responsibilities of the superintendent of schools in Saskatchewan are very similar to those in



Alberta and British Columbia. Unlike the Alberta practice, the superintendent does not act as the attendance officer, but he has general supervisory and administrative duties over the attendance officer.

There are few differences in the significance placed on the sources of authority. In Saskatchewan the superintendents interviewed placed an emphasis on the need for clarification of the position of the superintendent in the larger unit in relation to the board of trustees and the secretary treasurer. A second noticeable difference is the greater emphasis placed on the initiative of the superintendent in the field of personnel management. In Alberta the superintendents place the main emphasis on the board of trustees as the senior authority in this field, while in Saskatchewan equal or primary emphasis is placed on the initiative of the superintendent. In all other categories even the percentage distribution of the scores is very similar.

### Functions

The functions of the superintendent as a line and staff officer are interpreted in much the same way in both provinces. In Saskatchewan more emphasis is placed on the advisory, less on the administrative functions than in Alberta, with about the same emphasis on supervision.



## Summary

Figures 15 and 16 when compared with those for Alberta illustrate the close relationship there is between the superintendents in the two provinces, if one takes into consideration the differences which have been noted in the category of personnel management under authority and the different emphasis placed on the advisory and administrative functions.

### SASKATCHEWAN

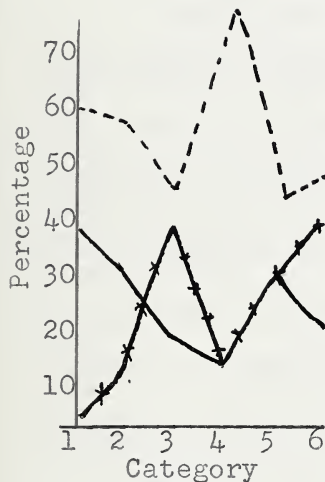


FIGURE 15

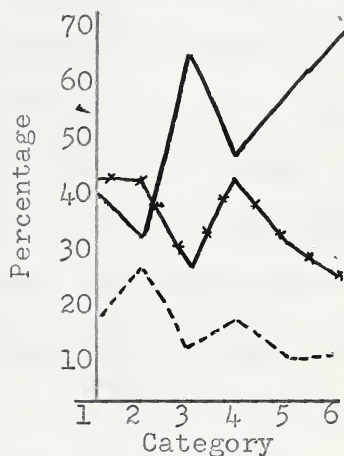
Sources of Authority<sup>x</sup>

FIGURE 16

Distribution of Functions

### <sup>x</sup>Categories

1. Instruction
2. Instructional Management
3. Personnel Management

4. School-Community Relations
5. Business Management: Policy Planning
6. Business Management: Policy Execution

### Legend

Dept. Directive  
Board       "  
Own Initiative

-----x-----

Advisory  
Supervisory  
Administrative





### The Eastern Zone

In the eastern zone superintendents place less emphasis on the board of trustees as a source of authority than they do on departmental regulation. In view of the fact that Nova Scotia has had larger units in operation for six months and New Brunswick is going through an intermediate stage, this is understandable.

In British Columbia the significance given the Department of Education as a source of authority is almost the same as in Nova Scotia. In both provinces considerable emphasis is placed upon the importance of central control of the foundation program. In both provinces the superintendent is designated by law as the chief executive officer, or the director of education. The Report of the Royal Commission on Finance in Nova Scotia sums up the attitude of the central government in both provinces when it states that "the legal and financial responsibility for education in Canada rests on the provinces. The municipalities . . . are in fact creatures of the province."<sup>23</sup>

### Chapter Summary

In a superintendency with a large number of small autonomous school districts the superintendent exercises



control over a much greater number of people than does any one local board. On the basis of the criteria that the amount of power exercised can be measured according to the degree of control over the behavior of any one person and the number of persons so controlled, the span of control of the superintendent was much greater than that of the local board of trustees.

However, the board of trustees of a larger unit having boundaries co-terminus with that of the superintendency has the same span of control as the superintendent since it exercises control over the same people. Traditionally, the superintendent as a line officer is concerned mainly with the interna of education and the board of trustees with the externa. In this sense, the kind of control is different. Thus, with the establishment of larger units of administration, the balance of power between superintendent and board was altered from one which was based on a superordinate-subordinate to a co-authority holder relationship.

Table XIV, Appendix B, summarizes the information obtained from the questionnaire on the percentage of superintendents in each province who reported duties and responsibilities in relation to each of the categories and sub-categories of activities. As will be noted in the table those



activities on which there is full consensus in the three provinces are closely related to the traditional expectations of the work of the superintendent and his relation to the foundation program.

In all of the provinces with larger units of administration the superintendent of schools acts in the capacity of a line officer in his relationship with the Department of Education and as a staff officer to the co-authority holder, the board of trustees. In the three provinces in the western zone, however, the superintendents place more emphasis on the board of trustees as a source of authority than they do on departmental directive.

The range in the distribution of emphasis on functions is much less than that in the distribution of authority. The emphasis on the advisory function as a necessary part of short and long-range planning indicates instability and change and the need for the development of permanent policies by the board of trustees. On the other hand, the emphasis placed on the supervisory functions arises from the presence of permanent and stabilized policies by both the department and the board of trustees.

Implied in the patterns appearing in functions and and acknowledgement of sources of authority is the change





in the role of the superintendent as a line and staff officer. The superintendent advises the central authority on local needs and goals and supervises the educational policies of the board of trustees; he advises the board of trustees on provincial regulations and goals and supervises the educational policies of the central authority.



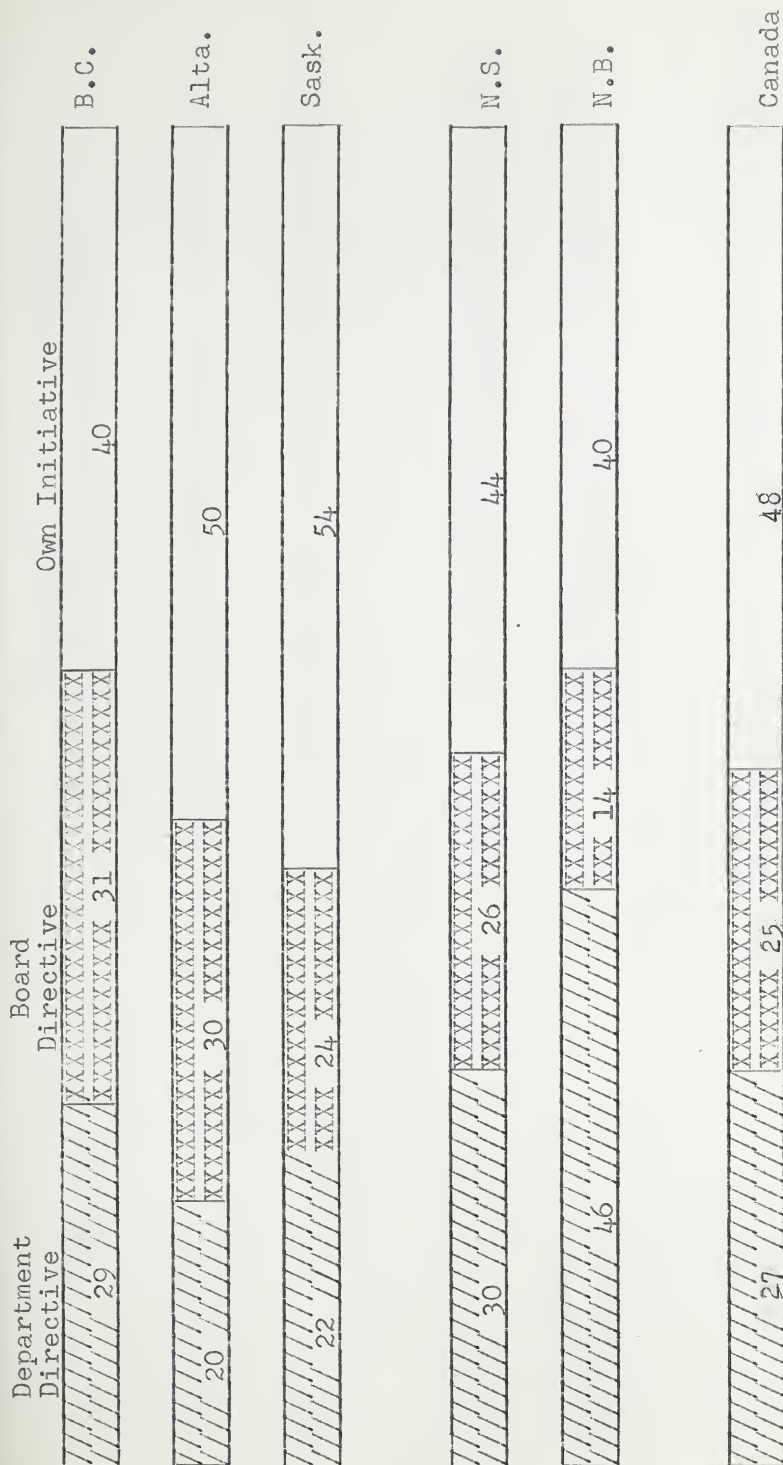


FIGURE 17  
SUMMARY OF PERCENTAGE DISTRIBUTION OF SOURCES OF  
AUTHORITY BY PROVINCE





FIGURE 18  
SUMMARY OF PERCENTAGE DISTRIBUTION OF FUNCTIONS BY PROVINCES





## FOOTNOTES TO CHAPTER VI

<sup>1</sup>Robert Dubin, Human Relations in Administration (Englewood Cliffs: Prentice Hall, Inc., 1951), p. 128.

<sup>2</sup>Ibid., p. 159.

<sup>3</sup>Ibid., p. 185

<sup>4</sup>Ibid., p. 188.

<sup>5</sup>British Columbia, Department of Education, Annual Report, 1950, p. 187.

<sup>6</sup>Alberta, Department of Education, Annual Report, 1956, p. 35.

<sup>7</sup>Saskatchewan, Department of Education, Annual Report, 1956, p. 71.

<sup>8</sup>Nova Scotia, Department of Education, Annual Report, 1956, p. 168.

<sup>9</sup>Dubin, op. cit., p. 185.

<sup>10</sup>Statutes, Saskatchewan, 1953, Chap. 170, Sec. 51 (8).

<sup>11</sup>W.B. Baker, Speech given to members of CEA-University of Alberta Short Course in Educational Leadership, May, 1957.

<sup>12</sup>British Columbia, Manual of School Law and School Regulations, op. cit.

<sup>13</sup>Ibid., p. 56.

<sup>14</sup>The discussion of the role of the superintendent as a line officer is based mainly on information obtained from interviews, supported by that contained in the questionnaire.

<sup>15</sup>Statutes, Alberta, Chap. 80, Sec. 401.

<sup>16</sup>Byrnes, op. cit.

<sup>17</sup>Rees, op. cit.



## FOOTNOTES TO CHAPTER VI (continued)

<sup>18</sup>Alberta, Department of Education, Annual Report, 1956, p. 30.

<sup>19</sup>Ibid, 1953, p. 27.

<sup>20</sup>Op. cit.

<sup>21</sup>Interview with Mr. Allan McCallum, Deputy Minister, Department of Education, Saskatchewan, August, 1957.

<sup>22</sup>Ibid.

<sup>23</sup>Nova Scotia, Report of Royal Commission on Finance, op. cit., p. 13.



## CHAPTER VII

### THE ACTUAL ROLE OF THE SUPERINTENDENT

The data which were obtained by means of questionnaire and interviews will serve as the basis for studies which comprise this chapter. The degree of agreement or consensus on the perception of expectations is either explicit or implicit in the emphasis which the superintendent places on the administrative, supervisory, and advisory functions in each of the educational activities for which he is responsible.

#### Actual School Practice

It is in the field of actual school practice that the superintendent is faced with the challenge of specific conditions, of what to do in this or that situation. He is forced to assess, often to improvise, and always to adjust to conditions as they are. What can be done in a certain specific situation is controlled by his perception of the apparent needs and abilities of the students, the teachers, and the community.<sup>1</sup>

The "needs, interests, and abilities" of the community are formally expressed in the curriculum designs and course of studies; the laws, regulations, and directives of the provincial authority; and in the policies, minutes and recommendations of the board of trustees. They are expressed in a less direct--though none the less effective--way in the





election of members of the legislature and boards of trustees; in the demands of pressure groups; the recommendations from ratepayers' meetings; and in the problems of parents in Home and School Club groups struggling to understand what the school is doing for their children. The community--either province-wide or superintendency-wide--expresses its needs, desires, and abilities in the results it expects; the kind of buildings it erects; the quality of teaching it will accept; the amount of money it will pay.<sup>2</sup>

### Categories of Activities

The percentage frequency distribution of activities of superintendents of larger units in the western zone is presented in Table XIV, Appendix B. This table supplies information on the degree of agreement in each province and among the three provinces on what activities the superintendents perceive as part of the job. The percentage distribution provides information on the different amounts of consensus on different expectation items. The letter (a) before items in the categories indicates that the degree of agreement in the three provinces is the same. The letter (b) indicates the same degree of agreement in two of the three provinces. The groups of activities arranged under the percentage distribution categories in descending order of magnitude can be considered to indicate the relative order of



expectations perceived by the superintendent and the importance of participation in the activity from the provincial and local viewpoints. They can also indicate the variation in the local expectations and perceptions of the superintendent.

### Functions

The definitions of functions given in the manual of directions which accompanied the questionnaire and also used during interviews are stated in Sample I, Appendix A. These same definitions have been stated in Chapter I under definition of terms. They are an important part of the frame of reference for the discussion in this chapter.

From the viewpoint of the superintendent as an incumbent of a position within a formal organization his primary orientation is to the achievement of tasks for which his position is created and for which he is held accountable. In order to carry out his tasks the superintendent elects to advise, to supervise, or to administer laws and regulations according to his perception of the requirements of the task and the expectations present. In this chapter the major focus of interest will be on the functional definition of the role of the superintendent. Most of the factual data for the chapter are contained in Tables XIII and Tables XX-XXII, Appendix B.



## I. INSTRUCTION

In the category of instruction all superintendents indicate they have responsibilities for classroom instruction procedures, methods and techniques of instruction, teacher evaluation (Table XIII, Appendix B), in-service education and pupil progress and promotion. The amount of consensus on perceived expectations in the fields of adult education and special classes varies considerably within each province and from province to province. In British Columbia consensus on adult education is 92 per cent and on special classes 88 per cent. In Alberta and Saskatchewan consensus is less than 40 per cent in both areas. (Table XIV, Appendix B)

### The Teacher and Classroom Instruction

The distribution of emphasis on the three functions is found in Table XX (British Columbia), Table XXI (Alberta), and Table XXII (Saskatchewan), Appendix B. An examination of these tables shows that the superintendents in the three provinces place the major emphasis on the supervisory function. In British Columbia equal emphasis is placed on the advisory and administrative functions. In Alberta slightly more emphasis is placed on the administrative than on the advisory function, while in Saskatchewan the reverse is true.





Current educational literature would have us believe that the superintendent exercises only supervisory functions in relation to classroom instruction. Harold Spears goes so far as to say:

There is danger of raising supervisory sights so far above the mechanics of classroom operation that the only view available will be one of the clouds. It behooves the school worker to be idealistic in his endeavour, to the extent of ever reaching for improved school conditions, but at the same time to be ever realistic, ever cognizant of the actual setting in which the improvement must take place.<sup>3</sup>

Both the provincial and the local authorities are held responsible by statute for the quality of instruction in the classroom. To discharge this stewardship, both authorities demand from the superintendent an evaluation of the educative processes in the classroom. The superintendent must inspect in order to satisfy himself that the regulations of the Department of Education and the policies of the board of trustees are not being ignored or misinterpreted. If necessary, he must be prepared to direct the implementation of all the regulations which apply to the instruction of pupils. Each authority expects to receive from the superintendent the answers to such questions as: Are the basic requirements of the foundation program being met as to curriculum and methods of instruction? What is the quality of



instruction? Is the quality of teaching sufficiently high to be acceptable to the provincial and the local authorities? The administrative function of the superintendent is primarily directed toward the maintenance of the present standards of instruction.

On the other hand, the supervisory function is primarily concerned with the improvement of instruction.

The focal point of supervision . . . becomes the optimum growth of each pupil, yet this in turn can be attained only to the extent that the teacher's potential in instruction and pupil guidance is released to the full. To this end it becomes the responsibility of the supervisory staff to stimulate, to encourage, to assist, to guide and even direct teachers so that they will experience the maximum professional development and thus make available to their pupils the richest educational experiences.<sup>4</sup>

Since 1953 fifty to seventy superintendents representing all provinces of Canada have been selected by their respective departments of education to attend the Short Course in Educational Leadership, jointly sponsored by the Canadian Education Association, the W. K. Kellogg Foundation, and the University of Alberta. One of the purposes which this project was to serve was "to provide an opportunity for further exploration of the problem areas, including the formulation of definite plans for later local action."<sup>5</sup> In each of the Short Courses the problem of the supervision of instruction has been included as a major problem area.



During the past five years almost 70 per cent of Canadian superintendents have been given the opportunity to discuss and explore the possibilities of this function. In almost all of the reports emanating from this project, lists of purposes, definitions, techniques, and their practical application, and criteria and methods of appraisal are included in the reports of one or more of the groups. Questions put to superintendents during interviews (Table XIII, Appendix B) elicited views as to purpose and practice which are similar to those expressed in these reports.<sup>6</sup>

In discharging his responsibilities associated with the supervisory function, the superintendent of schools is expected to provide for the improvement of instruction and learning by

. . . securing common agreement between teachers and supervisory officers on

- (a) the general objectives of the school
- (b) the goals of instruction in the several curricular areas
- (c) the procedures of planning, preparing, and appraising lessons or units of work in keeping with these goals.<sup>7</sup>

. . . . .

Lastly, even though supervisory procedures are democratically organized, the principal and the superintendent are held responsible for the success of the program.<sup>8</sup>

School administration can to a degree establish the boundaries within which the instructional effort must operate.





Supervision can use all of the preferred procedures for stimulating teacher growth and increasing competency, but there is still a large area in which the teacher must take independent action for which she alone is responsible. In this the superintendent can assist only with advice.

Current literature says little about this part of the work of the superintendent, although considerable importance is attached to the advisory function by the superintendents, in all of the provinces. Quite a large number of the superintendents look upon the individual conference as an excellent opportunity for the teacher and the superintendent to talk informally about professional and personal difficulties. The willingness and ability of the supervisor to help the teacher through advice can bring significant improvement in instruction.<sup>9</sup>

### The Pupil

The tasks of the superintendents in relation to the pupils in this category (instruction) are concerned with the determination of abilities, the administration of tests, guidance, and the control of progress. Superintendents in all three provinces place considerable emphasis on the advisory function, with supervisory ranked a poor second, and the least emphasis on the administrative function.



The increasing emphasis upon guidance, the necessity for more objective methods in determining the abilities of the students, and the control of the progress of the students through streaming, or homogeneous grouping, has made necessary the use of experts or specialists who have special training. These staff services often can be supplied only to many of the teachers in the smaller schools by the superintendent of schools.

In many instances the administration of ability tests is done directly by the superintendent; in others, by trained personnel such as assistant superintendents, supervisors, or helping teachers. The main purpose of all such staff services is to provide the teacher with accurate information and advice and assistance to put into effect the necessary corrective procedures. The final decision on how, when, and where this additional information and knowledge is to be put into force still remains largely with the teacher in the classroom. The staff service provided is mainly advisory in all the provinces.

### In-Service Education

The tasks of the superintendent in relation to in-service education of teachers are concerned with institutes,



workshops, conventions, and other meetings and procedures for the training of teachers in service. The orientation of new teachers to staff and to the educational program in the superintendency was mentioned by a large number of superintendents during interview sessions. (Table XIII, Appendix B)

The superintendents in British Columbia place the major emphasis on the advisory function in the field of in-service education, with supervisory and administrative functions ranked second and third respectively. Superintendents in Alberta and Saskatchewan, on the other hand, place the major emphasis on the supervisory function, with the advisory function ranked second and the administrative ranked third, (Tables XX-XXII, Appendix B). During the interview sessions many of the superintendents expressed the view that they tended to place more emphasis on the advisory function as the staff of teachers improved in quality and experience. Only a relatively small percentage of the superintendents interviewed in British Columbia (25 per cent) commented on this aspect, but a much larger percentage in Alberta (40 per cent) and in Saskatchewan (50 per cent) interjected this or a similar comment into the discussion.

Prior to World War II, local efforts directed toward the professional improvement of the teacher were largely centred on the classroom visit of the superintendent, the





staff meeting in a local school, and the annual convention when all the teachers in a superintendency met together for one or two days. Here and there local study groups were organized by the provincial teachers' association, but only in a few instances were such activities sufficiently well organized to be effective.

In a larger unit of administration, however, with all or most of the teachers employed by a single board, the superintendent is in a position to plan and coordinate the program of in-service education effectively. Follow-up assistance can be provided for the teacher who puts into practice programs which have been developed as a result of the co-operative efforts of staff and superintendent.

### Adult Education

Some of the superintendents of larger units in all the provinces reported that adult education programs were in operation in their superintendencies. The percentage of respondents who reported that adult education was an aspect of their work was; British Columbia, 92 per cent; Alberta, 23 per cent; Saskatchewan, 30 per cent. (Table XIV, Appendix B)

In the three provinces in the western zone the responsibility of the superintendent for the program is primarily



advisory. (Table XX-XXII, Appendix B) In Nova Scotia and New Brunswick equal, if not more, emphasis is placed on the administrative responsibilities of the superintendent. This is due in the main to the direct responsibility which the provincial departments of education take for the program. In neither of these provinces has the local board of trustees any authority to deal with the program while in the western zone the local boards have definite responsibilities.

Exclusive of the universities and the technical schools, there were few places in Canada prior to World War II which provided systematic instruction for adults in night or day classes. In many provinces the departments of education assume direct responsibility for the programs, such as the Folk Schools of Nova Scotia and the Lighted School program in Saskatchewan. Some of the cities have extensive adult programs in night classes; others have only a few. In the 1956-57 term the city of Vancouver had over 25,000 adults enrolled in night classes offering systematic instruction in over five hundred different classes.<sup>10</sup>

From the information supplied by the superintendents (Tables XX-XXII, Appendix B) it would seem that the larger units are assuming some responsibility in most provinces, and a great deal in British Columbia, for providing systematic



instruction for adults. If such is demanded by the people, the public school system is the logical agency, particularly in the rural areas. Schools are geographically accessible to nearly everyone. Numerically, the staff of teachers represents the largest collection of educational competence in the country. The staff, facilities, and financial resources of the schools give the adult education a firm base.

The increase in enrolment in adult education programs in the United States since 1945 has been phenomenal. Homer Kempfer reported in 1951 that "evidence is clear that adults interested in further education outnumber all the children and youth now enrolled in schools of all kinds."<sup>11</sup> He ascribes this tremendous increase in interest and enrolment to the development of the idea of the community-centred school, life-long education, and rapid change.

In a world of rapid change, problems multiply too fast to be postponed indefinitely. Since their solution cannot wait the growing up of a new generation of children equipped to handle them the present generation of adults must find the answers.<sup>12</sup>

### Special Classes

Special classes for atypical children, particularly for the physically handicapped, have been the prime responsibility of the provincial departments of education for many





years. Since the larger units were established, however, there is a growing interest in the special provision being made for exceptional children who can be classified as either retarded or gifted. Eighty-four per cent of the superintendents in British Columbia, 34 per cent in Alberta, and 19 per cent of those in Saskatchewan reported that there are special classes in the superintendency, or special provision is being made for groups of these children within the regular classrooms, (Table XIV, Appendix B). In British Columbia and Alberta the main function of the superintendent is supervisory, with considerable emphasis on the advisory responsibilities. In Saskatchewan the advisory responsibilities were given more emphasis than either the supervisory or administrative (Tables XX-XXII, Appendix B).

## II. MANAGEMENT

A characteristic feature of a larger unit of administration in all provinces is the dual administration of educational affairs. The board of trustees deals with the superintendent of schools for educational affairs and with a secretary treasurer for financial affairs and business operation. The management function is further complicated by



the fact that the superintendent is employed by the Department of Education and attached to the board as a staff officer. The secretary is employed by the board of trustees and is their senior line officer.

Data for this section, as well as the section on instruction are contained in Table XIII and in Tables XX-XXII, Appendix B. The amount of consensus on expectations which superintendents in the three provinces of the western zone perceive as part of their job in Table XIII, Appendix B, supplements the data obtained from the questionnaires.

A large percentage of the superintendents stated during interview sessions that the provincial authority expected them to provide efficient management of the educational program in the local area. These expectations are supported by the board of trustees (Table XIII, Appendix B).

### Instructional Management

Included within the category of instructional management are those things which are closely related to, but not an actual part of, classroom instruction. In such areas as pupil accounting, working with committees of teachers, and fact finding and research the superintendent accepts responsibility primarily as an officer of the department and as an educational leader acting on his own initiative. In activities



connected with the execution of board policies such as the promotion and progress of students, in-service education, and the purchase, distribution and use of instructional materials, the board of trustees occupies an important position (Tables XX-XXII, Appendix B).

The control and direction of classroom instruction as a basic part of the foundation program lies wholly within the area of control of the department and the superintendent. In none of the provinces is any authority in this area delegated to the local board of trustees. However, where the local school system includes instruction in special fields such as adult education and special classes for atypical children, the board exercises considerable control. Through its control of the externa it decides what instruction and what classes over and above the foundation program will be offered. Through the provision of buildings and equipment, or by withholding them, the board decides on whether technical education shall be a part of the school program or not. The amount of salaries it is prepared to pay teachers determines to an important degree the quality of teaching in the classrooms. The board also decides on special instructional services which shall be provided to assist the teachers and students, such as consultants, special subject supervisors, helping teachers, and





librarians. Through its control over the budget in all provinces except British Columbia the school board decides on the emphasis and where it shall be placed in the instructional program. Even in the latter, where the department decides what the foundation program in each area shall be and what grants shall be paid by the department, the local board of trustees has the right (which they often exercise) to provide services and personnel on which no grant is received.<sup>13</sup>

A large number of boards assign the responsibility to the superintendent for the execution of board policies which directly affect instruction (Table XIII, Appendix B). In the provinces in the western zone, permission is needed from the board to use school time for staff meetings, institutes and workshops. Special provisions for individual differences in the classroom which involve changes in grading, "streaming", homogeneous grouping, usually need the joint approval of the board of trustees and the Department of Education.

As the instructional program in a school system becomes more and more complex the variety and complexity of instructional materials which are needed to implement the curriculum increase in almost direct ratio. The materials needed in the modern, complex instructional program, as compared with those when reading, writing, and arithmetic were the only things



taught are numerous, varied, and expensive.

In most of the larger units in the western zone policies dealing with the purchase, distribution, and use of instructional materials have become stabilized and reasonably permanent. As a result there is less emphasis on the staff services of the superintendent and more on the supervisory and administrative functions (Tables XX-XXII, Appendix B).

In all of the provinces, except British Columbia, the responsibilities of the superintendent of schools for fact finding and research are chiefly advisory and supervisory. In British Columbia the superintendent has detailed and specific responsibilities to the Research Branch of the Department of Education for research and fact finding activities in the local superintendency.<sup>14</sup> As a result the superintendents in this province place the main emphasis on the administrative aspects of their responsibilities.

The research and fact finding activities of the superintendents cover all aspects of the educational system. School population surveys supply the information which becomes the basis for advice on long-range plans for school buildings, for financing, for centralization, and for the development of library facilities. Surveys are made of student abilities as the basis for recommendations concerning adjustment of the instructional program for individual differences (Table XIII, Appendix B).



Problems in the field of instructional management place many demands on the superintendent's effort and energy. All schools in the superintendency usually receive the same kind and quality of materials and equipment for the basic program. In addition, special equipment for science laboratories, shops, household science rooms, agricultural laboratories, commercial rooms, are supplied to schools where these courses are offered. Central library facilities, books, remedial materials, audio-visual materials, and repair and maintenance of books on hand, are problems which come before the superintendent when the services rendered by the library are available to all the schools in a superintendency. The policies controlling the distribution and use of many of these instructional materials are those of the board of trustees. Since the superintendent is the only one in a position to know what is needed and how it should be used, the responsibility for administering the rules and regulations dealing with instructional materials is usually given to the superintendent. In accepting such responsibilities, the superintendent agrees to act as a line officer for the board of trustees (Table XIII, Appendix B).

### Personnel Management

Employees of the larger unit are often classified into two main groups, the non-professional and the professional--





a classification which is often not too well accepted. In most instances the distinction between the responsibilities of the superintendent and the business administrator in the field of personnel management is made on the basis of their relationships to these two groups. Although a few superintendents report they have responsibilities in connection with the employment, placement, and working conditions of the non-professional groups such as bus-drivers, caretakers, office staff, and maintenance crews, these responsibilities are usually assumed by the business administration. The main concern of all of the superintendents is with the employment, placement, and working conditions of teachers, principals, assistant and special supervisors (Table XIV, Appendix B).

Personnel practices which involve the welfare and morale of the teaching body have a direct effect on the instructional program. Any practice which contributes to the competence and security of the classroom teachers is reflected in better teaching and learning. Anything in personnel practice which reduces the sense of security and worthwhile-ness interferes with the ability of the teacher to do effective work as an individual and raises barriers to participation.<sup>15</sup>

The main responsibility of the board of trustees is to adopt sound policies, to insist on adequate information



before passing on recommendations, and to require periodic reports from the superintendent on the results achieved.

The main responsibilities of the superintendent are to make recommendations based upon accurate knowledge and information of the work to be done, the factors necessary for good morale, and good working relationships (Table XIII, Appendix B).

The selection of professional personnel is a professional task and because of his professional training and experience and his responsibility for the instructional program over the whole of the larger unit, the superintendent is usually in the best position for selecting the proper personnel. In practice this means the superintendent nominates the candidates for the positions and the board appoints (Table XIII, Appendix B).

The personnel practices about which most of the superintendents are concerned are those which affect the instructional program directly; the selection, placement, orientation, and in-service education of personnel; the teaching load; and the promotion, rating, and evaluation of the work of teachers. In British Columbia and Alberta the superintendent of schools legally has the right, or can be given the right by resolution of the board of trustees, to select, place, and transfer teachers in the name of the board. Actions taken are



confirmed by resolution of the board. In Saskatchewan there is no legal provision whereby the boards of trustees may delegate these responsibilities to the superintendents, though in practice the recommendations of the superintendent have the same effect as those made by compatriots in Alberta and British Columbia.<sup>16</sup> For this reason the superintendents in the two latter provinces can report that their responsibilities in this field are mainly administrative, while those in Saskatchewan consider this to be primarily an advisory function of their work.

Personnel practices which affect salaries, sick leave, sabbatical leave, and tenure affect teaching and learning more indirectly. They are important factors, however, in establishing the kind of relationship which exists between the superintendent and the staff. One of the built-in difficulties of the position of superintendent is the ever-present possibility that the teachers will look upon him as oriented in sympathy and outlook to the board, while the board places him with the teaching body--his professional associates. The superintendent who takes an active part in salary negotiations between boards of trustees and teachers usually confirms the suspicions of both parties. Consequently, many superintendents report that they have no responsibilities





in connection with salary schedules, (Table XIV, Appendix B). Those who do emphasize the advisory aspects. (Tables XX-XXII, Appendix B)

The difficulties faced by boards in obtaining qualified teachers--or even in obtaining teachers--of keeping those they have in the face of the attractions of urban centres and of other occupations have made them and the superintendents realize the importance of good working conditions. The main factors which affect staff effectiveness are: overcrowded classrooms, special curricular and extra-curricular assignments, excessive number of pupils per teacher, lack of suitable and adequate materials for instruction, inadequate salary schedules, and lack of a sense of satisfaction on the job.<sup>17</sup> Practically all of the superintendents of larger units in each of the provinces considered the working conditions of teachers as a part of their responsibility.

### Business Management

Educational administration and financial administration in the larger units of administration in Canada are under separate direction. The secretary of the board of trustees is responsible for financial management, while the educative processes are considered to be the domain of the superintendent, (Table XIII, Appendix B). The financial and



educational phases of the local school system are expressed in common terms through the building and the administration of the school budget. The relationship of the superintendent to the construction and development of the budget is somewhat different from that of the administration of the budget. The accounting of school funds and the computation and analysis of school costs should be based upon the information made available. If the services which the superintendent considers important in education are to be maintained and expanded, he is expected to see that the board is properly informed, (Table XIII, Appendix B). As a staff officer he has a direct and continuing responsibility to provide sound advice in the form of recommendations. In Saskatchewan the proposed budgets are submitted to the Director of School Administration, who follows a procedure similar to that in Alberta. However, the municipal councils in Saskatchewan are not accorded any right to challenge the budgeted expenditures or the mill rate struck by the unit board which they are required to collect.

In Nova Scotia the provincial government includes within the school act a detailed statement of the foundation program, including the amount of teachers' salaries and the proportion of the costs which will be borne by the provincial



government and that borne by the municipality.<sup>18</sup> The budget of the county school board is submitted to the municipal council as a recommendation. In Nova Scotia the school board cannot acquire debts nor surpluses. The amount of money required for the operation of the schools is paid to the county board by the municipal council. Any surpluses at the end of the year become part of the general reserves of the municipality. The amount of planning needed in preparing the budget and establishing the basic policies which determine the amount and the ways in which the necessary money is raised depends upon the amount and speed of change. The establishment of the larger units of administration demanded a whole new approach to educational finance by people who had little or no experience. Along with the changes brought about in the basic unit of administration, rapid changes in rural and urban populations in the provinces in the western zone, technological change, the increasing complexity in the number and types of courses offered in technical, agricultural, and vocational fields have demanded constant and long-range planning.<sup>19</sup>

In all of the provinces the superintendent of schools is attached to the board of trustees in an advisory capacity, with the understanding that it is part of his responsibility to do much of the planning, and through recommendations and





influence, to see that the business and financial management is focussed upon the promotion of the educational program in the area. The degree to which the superintendent indicates that his responsibilities are supervisory, or administrative, indicates the degree of stability which has been achieved through the establishment of permanent policies. The proportion of his responsibilities which is advisory indicates the relative amount of planning which he feels he must do to keep the financial management of the unit coordinated with the changing educational demands. The least emphasis upon the advisory function is found in British Columbia, (Table XX, Appendix B), but here, as has been previously discussed, the Department of Education relieves the superintendent of any responsibility for financial management in the local school district. The functions which the superintendents in this province have indicated they perform in relation to business management are almost wholly connected with their position as the chief executive officer of the board of trustees. In both Alberta and Saskatchewan considerably more emphasis is placed on the advisory function than on the other two, (Tables XXI, XXII, Appendix B). In neither of the two provinces have the superintendents much responsibility for administrative aspects of policy planning and less for policy



execution. Almost the same emphasis is placed upon the supervisory functions in each of the three provinces of the western zone.

Conditions of management in the provinces in the eastern zone vary so considerably from those in the west that there are few points of comparison between the two. In both, the municipal council has the major control over the finances at the local level. The provincial government exercises direct control over all management, through the definition of the foundation program and the clear definition of the bases upon which grants will be paid. In addition, the central authority also appoints three members to the controlling board, the other four being appointed by the municipal council.

In both provinces the superintendent of schools is named in the school act as the educational administrator for the area and an adviser to the board of trustees. However, the relationship of the superintendent to business administration is strongly determined by the appointive character of the board of trustees and the financial control by the municipal council with whom he has no direct and close association.



## III. SCHOOL COMMUNITY RELATIONS

"The schools belong to the people" is as trite and obvious a saying today as in any period in the past century, but it carries with it problems in public relations which are of major concern to almost every superintendent of larger units in Canada. During periods of stability the people know what the school is doing as it hasn't changed noticeably since the day they went to school. But when the change alters the organization and structure, the methods of teaching, the types and kinds of schools, people insist upon knowing what is going on and why. The amount and rapidity of change to meet the needs of modern education are determined in a large measure by the amount of support which the people in a local area will give to the new developments.<sup>20</sup> As the person in the best position to do the most about it, the superintendent has been given the responsibility of providing the leadership in developing and establishing the channels of communication between the school and its administration and the public who will support or oppose changes necessary for improvement in instruction. In discharging the responsibilities attached to maintaining and improving school community relations, does the superintendent administer policies which are established by the board of trustees and the Department of Education? As





a leader does he work as a member of a team with others such as teachers, principals, board members, secretary of the board, in developing good public relations programs? What media of communication does he use? To what extent does he work for better school community relations because he is an agent of the department, or of the board of trustees? To what extent does he consider it a responsibility borne by him as the educational leader in the area and expected to act on his own initiative?

The superintendents in all the western provinces place the main emphasis on their advisory function, although a considerable emphasis is placed on the supervisory and administrative functions, particularly in British Columbia and Alberta (Tables XX-XXII, Appendix B). Much of the reason for taking part in the program of interpreting the policies of the board the superintendents ascribe to their own initiative, and secondly to requests from the boards of trustees themselves. (Table XIII, Appendix B)

More important in the eyes of many of the superintendents is the interpretation of the work of the schools, the objectives of the educational program, and the quality of work being done by the teachers. The effectiveness of the work of the superintendent to increase the worth of the



educational program in the eyes of the public is very closely related to the morale of the teaching staff and quality of instruction. What Johnny says when he comes home after school, and how well the teachers are accepted in the community often has more effect on public acceptance and support of the school program than hours of talking, or reams of writing, done by the superintendent (Table XIII, Appendix B). The public wants facts and they are entitled to them. It is the responsibility of the superintendent to give them the truth. The key position of the staff in this field makes it essential that the public relations program has their full support and participation. To obtain this the superintendent must ensure that they know what the objectives of the local educational program are; how they are being achieved; and how well the teaching staff as a whole is doing. In this field, as well as in the board of trustees-community relations, one of the main functions of the superintendent is the integration and co-ordination of all towards the attainment of commonly known and supported aims (Table XIII, Appendix B). In the provinces of Saskatchewan (Table XXII, Appendix B) and Alberta (Table XXI, Appendix B) the superintendents who reported indicated that the major emphasis was on advice and the supervision of co-operative programs. Those in British



Columbia placed more emphasis on the advisory function (Table XX, Appendix B). In all three provinces the superintendents indicated that they considered it an expression of their leadership responsibilities by the emphasis they placed on their own initiative. (Tables XX-XXII, Appendix B)

While practically all of the superintendents in the three provinces indicated that they worked with Home and School and other groups interested in education, few of them indicated satisfaction with the results achieved. In most cases the groups were interested in a particular aspect of the instructional program such as the teaching of reading, and showed little concern with the over-all picture. As would be expected, the superintendents stressed that they carried on these activities chiefly from an advisory standpoint and on their own initiative.

In the main, the only media available to superintendents in larger units is the weekly--in a few places, daily--newspaper. Many worked with groups which issued bulletins or reports on what was going on in the larger unit to teachers and members of board of trustees. If there was information in the bulletin of interest to parents it was sent home occasionally with the students from school. Probably the channels most used are talks and discussions at ratepayers'





and parents' meetings, informal discussions with parents, and people in his office and on the street. The superintendents in all of the larger units who were interviewed expressed dissatisfaction with the means available to get information out to the public and opinions back in.

### Chapter Summary

The perception of expectations by the superintendent is explicit or implicit in the emphasis which he places on the administrative, supervisory, and advisory functions in his tasks connected with actual school practice. As a position incumbent the primary orientation of the superintendent is to the achievement of tasks for which his position was created.

The major emphasis is placed on the administrative function by superintendents in British Columbia in the execution of policies of the board of trustees on education and in Alberta on board policies dealing with instructional materials. Alberta superintendents also stress the administrative function in those tasks dealing with the employment, transfer, and dismissal of teachers. Saskatchewan superintendents did not stress this function in any of the activities.



The supervisory function is stressed by all superintendents of larger units in connection with the work of the teacher in the classroom. British Columbia superintendents place the major emphasis on this function in tasks connected with working conditions of teachers.

Alberta superintendents place major emphasis on the supervisory function in tasks connected with in-service education of teachers, special classes for atypical children, committees of teachers and principals, and fact finding and research activities. In the area of business management, major emphasis is placed on this function in the planning and execution of board policies which affect the educational program.

With the exception of tasks in connection with the execution of board policies which affect the educational program, Saskatchewan superintendents place the same emphasis on the supervisory function in the same activities as do those in Alberta.

In all other activities connected with the position superintendents place the major emphasis on the advisory function.

In interviews many of the superintendents in all provinces state that the advisory function is an essential aspect



of planning in all areas of activity. The superintendent alone, or jointly with others, plans, recommends, or advises, and then supervises and administers the policy which is placed in operation. One aspect of the emphasis on the advisory function is that it indicates the degree of adjustment to environmental change which is going on. A second aspect, which was pointed out by several superintendents, is that the increasing competence of the staff places greater demands on the advisory function and less on the supervisory and administrative functions.

Emphasis on the supervisory and administrative functions indicates the degree of stability in policy and operation within the larger unit and the province. Further research is needed to provide empirical evidence for this opinion or hypothesis expressed by many superintendents.





## FOOTNOTES TO CHAPTER VII

<sup>1</sup>Harold Spears, Improving the Supervision of Instruction (Englewood Cliffs: Prentice Hall, Inc., 1956), p. 16.

<sup>2</sup>The High School in a Changing World, Thirty-Sixth Yearbook, American Association of School Administrators, (A.A.S.A.) (Washington: National Education Association, 1958), p. 13.

<sup>3</sup>Spears, op. cit., p. 13.

<sup>4</sup>Canadian Education Association, Report of the 1954 CEA Short Course, University of Alberta, Part I, p. 38.

<sup>5</sup>Canadian Education Association, Report of the Pilot Course, 1953, p. 3.

<sup>6</sup>Supra., p. 7.

<sup>7</sup>Canadian Education Association, op. cit., p. 39.

<sup>8</sup>Ibid., p. 54.

<sup>9</sup>The Superintendent as Instructional Leader, Thirty-Fifth Yearbook, A.A.S.A., op. cit., p. 35.

<sup>10</sup>British Columbia, Vancouver Sun, issue of September 8, 1957.

<sup>11</sup>Homer Kempfer, Adult Education (New York: McGraw-Hill, 1955), p. 5.

<sup>12</sup>Ibid., p. 13.

<sup>13</sup>British Columbia, Report of the Advisory Committee to the CEA-Kellogg Project, op. cit., p. 106.

<sup>14</sup>Ibid., p. 90.

<sup>15</sup>School Board-Superintendent Relationships, Thirty-Fourth Yearbook, A.A.S.A., op. cit., p. 175.

<sup>16</sup>Interview, L. F. Titus, Chief Superintendent, August, 1957.

<sup>17</sup>Staff Relations in School Administration, Thirty-Third Yearbook, A.A.S.A., op. cit., Chapter 6.



## FOOTNOTES TO CHAPTER VII (continued)

<sup>18</sup>Nova Scotia, Regulations of the Governor in Council, 1956 Consolidation, Secs. 6-22.

<sup>19</sup>Report of the Royal Commission on Agriculture and Rural Life, op. cit., pp. 76-133.

<sup>20</sup>Public Relations for America's Schools, Twenty-Eighth Yearbook, A.A.S.A., op. cit., p. 101 ff.



## CHAPTER VIII

### DE JURE AND DE FACTO ROLES OF THE SUPERINTENDENT OF SCHOOLS

In Chapter VI the focus of attention was on the relationships between the focal position of the superintendent of schools and the counter positions of board of trustees and the Department of Education. In Chapter VII it was on the relationships between the functional role and the categories of activities or tasks which the superintendent performs.

In the present chapter the focus of attention will be on the degree of agreement or disagreement between the behavior expected of the superintendent as an incumbent of a position in a formal organization with duties and responsibilities fixed by provincial law and regulation (de jure role) and the actual behavior which the superintendent perceives as necessary to attain the objectives of the organization (de facto role). The degree of agreement between the de jure and de facto roles is discussed under the heading of role consensus, while the degree of disagreement between the two is dealt with under role conflict.





## I. ROLE CONSENSUS

### Relationships Among Superintendent of Schools, Department of Education, and Board of Trustees

In all of the provinces the superintendent is primarily the agent of the government. His manifest sources of authority reside in the department as the superordinate authority and the board of trustees as the subordinate. The functions he is to perform are:

1. to administer and interpret the laws and regulations of the central authority
2. to assist the department in providing a uniform system of education as defined by the school act and the regulations of the department
3. to exercise supervisory authority in all matters relating to organization, instruction, and discipline
4. to attend all meetings of the board and advise them on all matters within its jurisdiction. (Chart III, p. 143)

In order of importance the legally recognized and manifest sources of authority which control and direct the work of the superintendent are the Department of Education, and the board of trustees. No recognition is given in law to initiatory authority to take independent action on the part of the superintendent. Also, in order of importance,



the functions as defined in law are administrative, supervisory, and advisory (Chart III, p. 143). The superintendent is first and foremost a line officer of the central authority and responsible for discharging the administrative and supervisory functions of his office. Secondly, as a staff officer of the board of trustees he is responsible for advising them on matters within their jurisdiction.

In British Columbia the superintendent of schools is the chief executive officer of the larger unit of administration and discharges his duties on the basis of authority delegated to his office "directly by the central authority or indirectly through the board of trustees."<sup>1</sup> Officially the superintendent of schools is the agent of the central government at all times. Any responsibilities which the superintendent assumes in relation to the local authority are secondary to this.

In Alberta, as an agent of the central authority, the superintendent exercises "supervisory authority in all matters relating to educational organization, instruction and discipline", but he may also assume those functions performed by the secretary or chairman "if he is authorized by resolution of the board."<sup>2</sup> This section of the act permits a flexible adjustment and a maintenance in equilibrium between



authority exercised by the secretary, the superintendent, and the board. Alberta is the only province which makes legal provision for this flexibility of adjustment among the power-holders in a local superintendency.

Unlike other provinces, the superintendent in Saskatchewan has the legal right "to exercise general supervision . . . over the work of the secretary treasurer" and "to confer with the unit board on the work of the unit office."<sup>3</sup> The superintendent has the legal power to supervise the work of the secretary treasurer, but use of this power in practice has met with so much opposition from the secretaries that it cannot be enforced. Where action is necessary, the responsibility for investigation and discussion with the board of trustees is borne by the central authority.<sup>4</sup>

During the course of interviews all superintendents who commented stated that they considered themselves ultimately loyal to the Department of Education and a large percentage would oppose any move to make them employees of the board of trustees rather than the Department of Education (Table XIII, Appendix B). A small percentage of the superintendents restricted their sense of responsibility to those aspects only which are specifically indicated by the department as part of the job. An even smaller percentage expressed





the opinion that their responsibilities to the board of trustees were wholly advisory. (Table XIII, Appendix B)

The replies to the questionnaire indicate that agreement between the legal definition of behavior expectations and the actual recognition of the Department of Education as the superordinate authority was restricted to a small number of the tasks performed by the superintendent. The superintendents in British Columbia, Alberta, and Saskatchewan perceive the Department of Education as the most significant source of authority only in those tasks connected with the teacher and classroom instruction, pupil accounting, and attendance (Tables XX-XXII). In addition, the superintendents in British Columbia indicate the authority of the department as the most significant in those tasks connected with working conditions of teachers, planning of policies in relation to buildings, and finance (Table XX, Appendix B).

### Functions

The summary of rank scores from legal sources (Table XI, Appendix B) outlines the role expectations of the superintendent as an incumbent of a position in the formal educational organization. In all of the provinces in the western zone the legal definition of the functional role of the



superintendent places the main emphasis on the administrative function in the category of instructional management and on the supervisory function in the categories of instruction and school community relations. In Alberta and Saskatchewan the advisory function is expected to receive the major emphasis in the areas of school community relations and the policy planning aspects of business management. In the area of policy execution superintendents in both provinces are expected to place equal emphasis on the advisory and supervisory functions. Superintendents in British Columbia are expected to place most of the emphasis on the supervisory function in the categories of personnel and business management. Except in the tasks connected with the category of instructional materials, the superintendents of all three provinces are expected to place the least emphasis on the administrative function in those tasks connected with personnel and business management (Table XI, Appendix B).

The greatest amount of consensus between the expected behavior of the superintendent and the perceived role is in the tasks performed in the area of instruction (Table IX, Appendix B). The superintendents in the three provinces place the major emphasis on supervision in the tasks they perform in relation to the teacher and classroom instruction.



Superintendents in British Columbia place the major emphasis on the supervisory function in discharging their duties and responsibilities in relation to special classes while those in Alberta and Saskatchewan place the main emphasis on supervision in relation to in-service education of teachers (Tables XX-XXII, Appendix B).

In the tasks connected with instructional management superintendents in British Columbia place the main emphasis on the administrative function in relation to research while those in Alberta emphasize this function in relation to board policy connected with the purchase, distribution, and use of instructional materials. In Saskatchewan superintendents also place the major emphasis on the supervisory function in connection with their tasks related to committees of teachers and research.

In their tasks in connection with personnel management the superintendents in British Columbia place the major emphasis on administrative function in relation to the employment, transfer, promotion and dismissal of teachers, and on the supervisory function in the area of working conditions for teachers. In Alberta the superintendents also place the major emphasis on the administrative function in relation to





the employment, transfer and dismissal of teachers, but emphasize the advisory function in relation to non-professional and office staff, salary schedules, and the working conditions of teachers.

Consensus between the legal and actual roles of the superintendents in Saskatchewan is about the same as that in Alberta. In both provinces the stress is on the advisory function in relation to the employment, transfer and dismissal of teachers, and their working conditions, and on the work of the non-professional staff.

In the tasks related to school community relations all superintendents in the western zone place the main emphasis on the advisory function. In policy planning and policy execution the superintendents of schools in Alberta and Saskatchewan place the main emphasis on the advisory function. There does not seem to be any consensus between the legally-expected and actual role behaviors of the superintendents of schools in British Columbia in these latter two categories.

In the main, there is consensus between the legal and actual role behaviors of the superintendents in British Columbia in the tasks connected with instructional management, school community relations, and both aspects of



business management in relation to the administrative function.

In Alberta there is agreement between the two role definitions of the supervisory function in the tasks related to personnel management and policy planning. There is also consensus on the advisory function in relation to instruction, personnel management, and policy planning, as well as on the administrative functions in all categories except instructional management.

In Saskatchewan there is agreement between the two role definitions in the supervisory function in the tasks related to personnel management and policy planning, in the advisory function in relation to instruction, personnel management, and policy planning, and in the administrative function in relation to all categories except instructional management.

## II. ROLE CONFLICT

The concept of role conflict in this section is restricted to the exposure of the superintendent of schools to conflicting sets of legitimate role expectations. The legitimate role expectations are viewed as "institutionalized role expectations."<sup>5</sup> The fact that both sides of the conflicting expectations are institutionalized means there is a basis for claims of legitimacy for both patterns.<sup>6</sup> As an



incumbent of a position in the formal educational structure the superintendent of schools has legal obligations to both the Department of Education and the board of trustees.

The analysis of role conflicts in the following pages will be concerned with situations in which the observer notes what appears to be conflicting sets of expectations between the de jure and de facto roles, or the potential sources of difficulty for the superintendent.<sup>1</sup> These difficulties are potential in that the superordinate authority acquiesces in the actual behavior and thereby suspends or reduces the effectiveness of the external sanctions against behavior which deviates from the legally-defined expectations.<sup>8</sup>

### Sources of Authority

The variability between the sources of authority and their relative importance as indicated by state and regulation is much greater than that between legal and actual definitions of the functional role. The superintendents in all of the provinces which have larger units of administration, including Nova Scotia, place the most emphasis upon their own initiative, directives from the board of trustees as second, and the statutes and regulations of the Department of Education as third (Table X, Appendix B).





The superintendents who reported from New Brunswick, on the other hand, follow the legally expected order very closely. There the departmental directives are the most significant source of authority, while board directives are third (Table X, Appendix B). Those who were interviewed stated that they acted on their own initiative chiefly in forwarding the interests of the Department of Education. Much of the initiative lay in advising local boards on maintenance of buildings, on teachers, and in their work to obtain local acceptance of consolidated schools.

Generally speaking, the superintendents imply that the effectiveness of their work depends more upon their willingness and their ability to persuade people to move in the direction they wish them to go than because of departmental or board directive or regulation. In all cases, however, the superintendents who were interviewed state that what they achieve through the use of their own initiative has the blessing of the department (Table XIII, Appendix B).

All of the superintendents place prime importance on their own initiative in the fields of instruction, instructional management, and school community relations. In the field of personnel management superintendents in Alberta and



Nova Scotia indicate this source as the most important, while those in Alberta and Saskatchewan give it a similar place in policy planning. Only the superintendents in Saskatchewan give it first place in the category of policy execution (Table X, Appendix B).

Board directives are the main determinants of action for the superintendents of schools in British Columbia and Saskatchewan in the area of personnel management, for the superintendents of Nova Scotia in policy planning, and for the superintendents of British Columbia, Alberta, and Nova Scotia in policy execution. Saskatchewan provides no way in which the superintendent can be made the chief executive officer of the board. In all probability this is the reason why the superintendents in this province place greater significance upon their own initiative than upon board directive in the field of policy execution.

More emphasis is placed on board directives than on departmental regulations in personnel management by the superintendents in Alberta and Nova Scotia, in school community relations by those in British Columbia and Alberta; and in policy planning activities by the superintendents of all the provinces in the western zone. In Saskatchewan equal emphasis is placed on board and departmental regulations in



the field of school community relations (Table X, Appendix B).

Departmental regulations are second only to their own initiative in the eyes of the superintendents in all the provinces in the fields of instruction and instructional management, in personnel management by the superintendents in British Columbia, and in policy planning and execution by those in Nova Scotia.

In contrast to this, the superintendents in New Brunswick recognize the authority of the department as senior in all categories except that of school community relations. In this they feel that the initiative taken by the men in the field is more significant. In all of the categories the authority of the board of trustees plays little part in determining their behavior (Table X, Appendix B).

### Functions

The emphasis which the superintendents put on the three functions in discharging their responsibilities in connection with the major fields of activity bears little relation to their legal responsibilities as a line and staff officer. Alberta and Saskatchewan superintendents place the major emphasis on the supervisory function in instruction and instructional management and secondary emphasis on advice. Superintendents in all other provinces place the





major emphasis on the advisory function in all fields. In all other aspects, except instruction and instructional management, Alberta and Saskatchewan superintendents place supervision as second to advice, while the administrative functions are considered to be of least value in determining actions and behavior. Superintendents in British Columbia place the major emphasis on administrative functions in the field of personnel management, but in all others, supervisory functions follow advisory in importance. In Nova Scotia the supervisory functions are considered to be next in importance to advice in instruction, instructional management, and both aspects of business management. In the fields of personnel management and school community relations the superintendents of Nova Scotia make use of their administrative functions, while in New Brunswick they report the same distribution of emphasis on their functions as those in Nova Scotia (Table IX, Appendix B). A comparison of the rank scores in Table XVII obtained from the questionnaire and those in Table XVIII which are based on the summary of the legal distribution of the functions in Chart III, pp. 141-43, shows the main areas of disagreement between the legal expectations and the perceptions of the superintendent in his day-to-day work in the superintendency.



### The Concept of Leadership

The essence of leadership, to Barnard, lies in the creative function, a sense of personal responsibility, and the identification of personal codes with organization codes.<sup>9</sup> To Tead, the effectiveness of the leader is "a qualitative matter of the intensity and vigor of the influence exerted on all with whom he normally is required to associate."<sup>10</sup> Urwick defines leadership as "the form which authority assumes when it enters into the process with the scalar chain, hierarchy or 'line' and takes effect in the assignment and integration of functions."<sup>11</sup> To carry out the obligations of his position, then, the leader must identify himself with the organization, have a strong sense of personal responsibility, and be able to influence in an effective way the behavior of others with whom he normally is required to associate. The degree to which he is able to influence the behavior of others is partly dependent upon the authority of his position, and partly upon the power he wields because of superior ability. Implicit in the emphasis upon the creativeness as the essence of leadership is flexibility in use of functions and willingness to take initiatory action.<sup>12</sup>

### Consensus Between Theory and Practice in the Leadership Role of the Superintendent

The findings of the investigation contained in Chapters



VI, VII, and VIII indicate that the superintendent of schools of larger units of administration looks upon himself as an educational leader. He is loyal to both the Department of Education and the board of trustees and is closely identified with the educational system through training, experience, and personal choice. He accepts the responsibility for acting on his own initiative in order to achieve effectively the goals of the educational system. He influences the decisions of those with whom he is required to associate as a position incumbent in a formal organization, mainly through the advisory function. He accepts responsibility for the effective and efficient operation of the educational policies of the Department of Education and the board of trustees. Within the concept of leadership, the superintendent of schools is attempting to resolve the apparent conflict between the de jure expectations as line officer of the Department of Education and staff officer of the board of trustees, and the de facto role of line and staff officer to both the Department of Education and the board of trustees.

### Chapter Summary

The focus of attention in this chapter has been on the degree to which the de facto behavior conforms to or deviates from the de jure expectations. The findings based on data





obtained from the questionnaire and interviews were compared with the legal definition of the sources of authority and functions which the superintendent of schools was to perform as position incumbent in the provinces of British Columbia, Alberta, and Saskatchewan.

As the agent of the Department of Education the manifest sources of authority reside in the Department of Education and the board of trustees. The functions which he is expected to perform are to administer and supervise the laws and regulations relating to the uniform standard of education for the province and to advise the board of trustees on all matters within their jurisdiction.

The greatest amount of consensus between the expected behavior and the perceived role of the superintendent is in the tasks performed in the categories of instruction and instructional management. The consensus on the sources of authority was restricted to a small number of tasks, but the degree of agreement on the emphasis to be placed on the advisory, supervisory, and administrative functions was much greater. The greatest degree of consensus on the de jure and de facto roles is found in British Columbia in all categories of activity. In Saskatchewan and Alberta the greatest amount of consensus on the functional role definition is found in



the categories of instruction, instructional materials, some aspects of personnel management, and school community relations.

The analysis of role conflicts was restricted to a consideration of the potential sources of difficulty because of the lack of conformity between the de jure and de facto expectations. The difficulties were considered potential because the superordinate authority acquiesced in the actual behavior and thereby suspended the use of external sanctions against deviant behavior.

The greatest amount of conflict between sets of expectations is in the significance placed on sources of authority. The superintendents in all provinces place the most emphasis upon their own initiative, with the board of trustees as second, and the authority of the Department of Education as the least. This is in contrast to the significance given the authority of the Department of Education in the province of New Brunswick, where there are no larger units of administration as defined in the western zone. The superintendents in all provinces indicate that the effectiveness of their work in a particular superintendency depends more upon their own ability to persuade and influence people to suspend their critical judgment and follow the leadership of the superintendent than upon the presence of rules, regulations, and



policy directives from either the Department of Education or the board of trustees.

In discharging the obligations of the position superintendents place the main emphasis on the advisory function in practically all categories of activities in all provinces. Only in Alberta and Saskatchewan is the main emphasis placed upon the supervisory function in the tasks connected with instruction and instructional management.

The amount of consensus between the theoretical requirements of leadership and the de facto role of the superintendent of schools is much greater than the consensus between the de jure definition of the obligations of the superintendent as line officer of the Department of Education and staff officer of the board of trustees. Within the frame of reference of the leadership role the superintendent is resolving the potential role conflicts between de jure expectations and de facto behavior.





## FOOTNOTES TO CHAPTER VIII

<sup>1</sup>British Columbia, Report of the Advisory Committee to the CEA-Kellogg Project, op. cit., p. 42.

<sup>2</sup>Statutes, Alberta, Chapter 69.

<sup>3</sup>Statutes, Saskatchewan, Chapter 170, Sec. 91 (2).

<sup>4</sup>Interview, R. J. Davidson, Director of School Administration, April, 1957.

<sup>5</sup>Talcott Parsons, The Social System (Glencoe: The Free Press, 1951), p. 280.

<sup>6</sup>N. Gross, W. S. Mason, A. W. McEachern, Explorations in Role Analysis (New York: John Wiley & Sons, 1958), p. 247.

<sup>7</sup>Ibid., p. 245.

<sup>8</sup>Ibid., p. 249.

<sup>9</sup>Barnard, op. cit., p. 281.

<sup>10</sup>O. Tead, The Art of Administration (New York: McGraw Hill, 1951), p. 63.

<sup>11</sup>L. Urwick, Elements of Administration (New York: Harper Bros., 1943), p. 43.

<sup>12</sup>H. P. Fairchild (ed.), Dictionary of Sociology (New York: Philosophical Library, 1944), p. 174.



## CHAPTER IX

### SUMMARY, CONCLUSIONS, AND FURTHER RESEARCH

#### I. SUMMARY

##### Historical Background

During the past one hundred and fifty years school systems in Canada have changed from church to local to provincially dominated systems. The most recent stage in adjustment is characterized by the development of larger units of administration.

Egerton Ryerson, while he was Superintendent of Education, developed a highly centralized system of education for Ontario. He was able to resolve the conflict between local and central control of education by delegating power to local boards to administer the externa and by retaining control of the interna under the provincial Department of Education.

The right of the provincial government to sovereign power in education was incorporated in the British North America Act of 1867. With the exception of Quebec and Newfoundland, all other provinces in Canada have adopted the system of education which was developed in Ontario. In all of these provinces the administration and supervision of the



regulations concerning the interna are implemented by a corps of provincially-appointed superintendents or inspectors.

### The Problem

The introduction of larger units of administration involved a significant change in the basic unit of educational administration. On the assumption that changes in administrative organization affect the obligations and behavior of the provincially-appointed superintendent of schools in larger units of administration, this inquiry is concerned with the effect which these changes had on:

1. the legal role of the superintendent as defined by statute and regulation
2. the actual role as defined by the superintendent himself
3. the amount of agreement and disagreement between the de jure expectations and the de facto behavior.

The focus of attention in the investigation of the legal and actual roles has been on the emphasis placed on the functions assigned to the position and the significance of the sources of authority.

Considerable attention has been devoted to an analysis of the organization and structure of the provincial systems of education in Canada in order to develop a conceptual frame of reference for the inquiry into the behavior of the





superintendent. The position of the provincially-employed superintendent has no meaning apart from other positions to which it is related.

### The Legal Role

1. Data. Information on the legal role of the superintendent has been obtained from school acts, annual reports of departments of education, unpublished dissertations, and histories of education.

2. Findings.

(1) The amount of agreement among provinces on structure, lines of authority and professional expectations is much greater than the differences.

(2) The professional expectations of the superintendent of schools, as expressed in statute and regulation, are similar in all provinces.

(3) The sources of authority expected to determine the actions and official behavior of the superintendent are the Department of Education and the board of trustees. The superintendent of schools is expected to act as a line officer for the department and as a staff officer for the board of trustees.

(4) The superintendent is expected to administer and supervise the uniform program of education for the



province and to advise the board of trustees on matters which come within their jurisdiction.

### The Actual Role

1. Data. Information on the actual behavior of the superintendent has been obtained from questionnaires distributed to all superintendents of larger units in Canada and from interviews with sixty-eight superintendents and several senior directors in departments of education in British Columbia, Alberta, and Saskatchewan.

### 2. Findings.

#### (1) Role Consensus.

(a) Qualifications and experience. The similarity job specifications among the provinces is matched by similarity in qualifications and experience reported by the superintendents.

(b) Activities. The amount of consensus is greatest in those activities which are closely related to the foundation program.

(c) Sources of Authority. Role consensus between de jure expectations and de facto perception of the significance of sources of authority is found only in a small number of tasks associated with instruction and instructional management.



(d) Functions. Role consensus between de jure expectations and de facto functional role definitions by the superintendent is found in the majority of tasks.

(2) Role Conflict. Role conflict arises from the exposure of the actor to conflicting sets of legitimate role expectations which are actual or potential sources of difficulty. Role conflict between the superintendent and the law as role definers is potential in that the superordinate authority acquiesces in the actual behavior.

(a) Sources of Authority. The superintendents of schools in each of the provinces rely more upon their own ability to influence the decisions of those with whom they work than upon authority delegated to the position.

(b) Functions. The emphasis on the advisory function as a necessary part of planning indicates conditions of instability and change. The emphasis on the supervisory function and its relationship to both board and departmental policies arises from the presence of stabilized and permanent policies.





## II. CONCLUSIONS

### 1. Line and Staff Officers

Implicit in patterns of behavior appearing in functions and sources of authority is the change in the role of the superintendent as a line officer of the Department of Education and a staff officer of the board of trustees. The superintendent advises the central authority on local needs and supervises the educational policies of the board of trustees. He advises the board of trustees and supervises the educational policies of the central authority. In his actual role the superintendent looks upon himself as a line and staff officer for both the Department of Education and the board of trustees.

### 2. Balance of Power

Superintendents of schools in Alberta and Saskatchewan are concerned about the relative amount of authority which they exercise in comparison with that of the board of trustees and the secretary of the larger unit. Superintendents of schools in Saskatchewan are particularly concerned about the lack of definition of lines of authority. The problems inherent in the balance of power relationships between superintendent and board of trustees, or their



employees, is related to the conflict between de jure expectations and de facto behavior.

### 3. Leadership

The amount of consensus between the theoretical requirements of leadership and the de facto role of the superintendent is much greater than that between the de jure and de facto definitions of the obligations of the superintendent as a line and staff officer. Within the frame of reference of the leadership role, the superintendent is attempting to synthesize the potential role conflicts in relationships between his position and those which are counter.

### 4. Alternatives

Resolution of the major problems depends in part, at least, on decisions to be made in relation to three alternatives:

- (1) The superintendent is to remain as the line officer of the Department of Education
- (2) The superintendent is to be employed by the board of trustees and become a line officer directly responsible to the local authority
- (3) The position is to be legally defined in terms of



leadership with formal recognition given to the right of the superintendent to act on his own initiative.

The first alternative is the present legal definition of the role of the superintendent. If this alternative is selected it should be enforced. The necessary sanctions should be employed to re-establish the office, and not the person, as most important.

If the second alternative is selected, the amount of authority exercised by the superintendent in the local hierarchy would be determined by the board of trustees. Theoretically, difficulties which are apparent in many areas would be resolved by assigning a definite status position to the superintendent. The selection of this alternative would demand a definite relaxation in central control of educational development in the province.

A decision to accept the third alternative has many implications. It would mean clear definition of the relationship between the focal position of the superintendent and such counter positions as secretary, board of trustees, principals, staff, and directors of branches within the Department of Education. It has many implications for the selection, education, in-service education and placement





of superintendents. The definition of relationships between these focal and counter positions, however, needs to rest on more research findings than are available at the present time.

### III. FURTHER RESEARCH

The field of role analysis in educational administration in Canada is unexplored territory. Findings from this investigation are subject to review and reconsideration in the light of further research.

Before any definitive conclusions can be reached concerning the role of the superintendent, consideration must be given to such problems as:

1. a role analysis of the position of the superintendent from the viewpoint of incumbents of counter positions--helping teachers, board members, secretaries of larger units, principals, teachers, directors of branches in the departments of education

2. the degree to which there is consensus and conflict between the role definers in focal and counter positions

3. a role analysis of other positions as focal from the viewpoint of the superintendent.



Research is also needed to clarify the balance of power relationships among boards of trustees, Department of Education, superintendent, principal, secretary, and teachers. Examinations of expectations and behavior are needed to determine interrelationships among these positions in terms of role consensus and role conflict.



## APPENDIX A





## SAMPLE 1

## MANUAL OF DIRECTIONS FOR QUESTIONNAIRE ON

"The actual role and functions of the provincially appointed superintendent of larger units of administration in Canada".

Purposes

1. to discover the extent to which the superintendent makes use of his functions as advisor, supervisor and administrator in meeting the situations and problems which confront him
  2. to discover the extent to which the superintendent carries on his activities because of department regulation, board directive, on his own initiative
  3. to discover how the superintendent distributes his time and energies through these functions to the major fields of the education structure.
- 

General Statement

A larger unit of administration is defined as an area established by provincial statute which replaces or includes under a central board a comparatively large number of formerly autonomous school districts or sections.

Superintendent is synonymous with inspector or supervisor, that is, the official appointed by the province as the senior educational officer in a larger unit of administration.

Page one is divided into two sections. The first part asks for information of a general nature, while the second is concerned with the distribution of your time on a percentage basis.

Page two is concerned with instruction and instructional management.

Page three asks for information on personnel management and school community relations.

Page four is concerned with two aspects of business management, the planning of policies, and the execution of policies.

Basis for Answers

The year 1956 is to be the basis for judgment on conditions and work.

-----



Turn to page one of the questionnaire, and fill in the General Information section.

-----

Before doing pages 2, 3 and 4 of the questionnaire study the next two pages.

-----

### DIRECTIONS FOR SCORING PAGE TWO OF QUESTIONNAIRE

1. There are two parts, each scored in the same way. Each part has five sections. Each section is to be scored three times on the basis of:
  - i. the activities performed -- (on the left hand side of each page).
  - ii. the distribution of functions -- (used colored sheet)
  - iii. the distribution of sources of authority -- (fold back the colored sheet).

Turn to page two of the questionnaire

1. The activities performed: on the left hand side of the page place a check mark opposite the activities which are a part of your work.
11. The distribution of functions: before scoring this section please study the following:

#### Definitions of functions

Advisory: to give advice. The advisor has no responsibility after the advice has been given.

Supervisory: a sharing co-operative function. The supervisor is part of the process as leader guide, and perhaps director, but he shares responsibility with the person or the group for the work.

Administrative: a law administering function. In this you are held responsible by law as set forth by statute or board regulation. Inspection and reporting are part of the administrative function.

#### Guide questions

Do I advise on how the work should be done?

Do I supervise? Do others share the responsibility with me?

Do I administer a law or regulation for department or board?

Do I inspect and report?

A sample and illustration of scoring for functions is given on the opposite page. It will assist you in following the scoring information.

Scoring (Use the colored sheet). Since you probably exercise more than one of the above functions when carrying out the activities described in each section, it has been necessary to develop a scale which permits you to show this.





Scoring (continued)

- 0 -- means no emphasis is placed on this function in this activity.  
 1 -- means that about 1/4 of the emphasis is placed on this function.  
 2 -- means that about 1/2 of the emphasis is placed on this function.  
 3 -- means that about 3/4 of the emphasis is placed on this function.  
 4 -- means that the whole emphasis is placed on this function.  
 (See illustration on next page)

III. The distribution of sources of authority. Fold back colored score sheet.  
 Before scoring the sections, study the following;

Definitions of sources of authority

Department regulations: as set forth in printed memoranda or statutes.

Board directives; as stated in minutes or policy statements of the board, or as a member appointed to a committee by the board.

Own Initiative: those activities carried on which are not specifically designated by the board or the department.

(See illustration on next page)

Guide questions

What is my source of authority for advising, supervising, or administering in relation to this section?

Do I do this because of board or department regulation, or on my own?

Scoring: use the same scale as for functions except replace the word functions with sources of authority.

Do each part on pages three and four in the same manner.

SAMPLE AND ILLUSTRATION

The following is a sample of how Superintendent A scored his sheet. Below the sample is an illustration of how he went about it.

INSTRUCTION

This area is concerned with activities directly related to the classroom. Read the instructions and definitions carefully. The detailed activities in each section are representative only and are not intended to be exhaustive.

- x 1. The Teacher: classroom instructional procedure, methods and techniques of instruction, supervision of work and play activities.
- x 2. The pupil: guidance in the classroom, determination of abilities, control of progress, administration of tests.
- x 3. In-service education: institutes, workshops, and other meetings and organizations for the purpose of training teachers.
- 4 Adult education: systematic instruction in schools or through the use of school personnel

Distribution of Functions

| Advisory | Super-<br>visory | Adminis-<br>trative |
|----------|------------------|---------------------|
| 1        | 2                | 1                   |
| 3        | 1                | 0                   |
|          |                  |                     |
|          |                  |                     |





Scoring (continued)

- 0 -- means no emphasis is placed on this function in this activity.  
 1 -- means that about 1/4 of the emphasis is placed on this function.  
 2 -- means that about 1/2 of the emphasis is placed on this function.  
 3 -- means that about 3/4 of the emphasis is placed on this function.  
 4 -- means that the whole emphasis is placed on this function.  
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- x 3. In-service education: institutes, workshops, and other meetings and organizations for the purpose of training teachers.
- 4 Adult education: systematic instruction in schools or through the use of school personnel

Distribution of Sources of Authority

| Dept. regulation | Board directive | Own Initiative |
|------------------|-----------------|----------------|
| 2                | 0               | 2              |
| 1                | 0               | 3              |
| 1                | 0               | 3              |
|                  |                 |                |



### 1. Activities

Superintendent A puts check marks opposite sections 1, 2, and 3. The board of trustees did not make provision for the education of adults and there were no special classes for exceptional children.

## II. Distribution of Functions

1. The Teacher: Superintendent A feels that most of his responsibility is supervisory, but since he does advise the teacher in the operation of the classroom and he does inspect to see that departmental and board regulations are carried out in respect to classroom instruction he must give some emphasis to each. He marks the colored score sheet as follows: 1 under advisory, 2 under supervisory, and 1 under administrative.
2. The Pupil: He feels that his chief function in relation to the pupils in the classroom is to advise the teacher. At the same time he also has some responsibility for the general progress of the student, and is the final authority on questions of promotion. He feels that 3 is the proper rating under advisory, 1 under supervisory, and 0 under administrative.

## III. Distribution of Authority

1. The Teacher: Superintendent A feels that the department expects him to supervise the work of the teacher in the classroom, and to administer the laws and regulations thereto. No specific directive has been given him by the board. He does feel that he does more than is required of him by the department so he places 2 under department regulation, 0 under board directive and 2 under own initiative.
2. The Pupil: Since the superintendent is the final authority in promotions Mr. A has some administrative duties directly assigned by the department. However, he administers several tests and places considerable emphasis on working with teachers in adjusting the program to pupil needs. Therefore he places 1 under department regulation, 0 under board directive, and 3 under own initiative.





# GENERAL INFORMATION

Name \_\_\_\_\_ Address \_\_\_\_\_

Name(s) of Larger Unit(s) in Superintendency or Inspectorate: \_\_\_\_\_

No. of classrooms in L.U.A.<sup>1</sup> \_\_\_\_\_ Outside L.U.A. \_\_\_\_\_

No. of pupils in L.U.A. \_\_\_\_\_ Outside L.U.A. \_\_\_\_\_

No. of classroom visits in 1956 \_\_\_\_\_

Year in which you became superintendent in this superintendency \_\_\_\_\_

Years of experience as superintendent in other areas \_\_\_\_\_

Years employed in education in all branches \_\_\_\_\_

Special Supervisors: such as helping teachers, assistant superintendents, guidance directors, special subject supervisors, librarians, whose work is concerned with all the schools in the L.U.A.

List by Title \_\_\_\_\_

1. L.U.A. -- Larger Unit of Administration.

## DISTRIBUTION OF TIME

The table below can best be filled out after the remaining pages in the questionnaire are completed as all of the parts, except the last two, are those with which the questionnaire is concerned.

In Column A enter the distribution of your time as between categories on a percentage basis: In Column B. the distribution of the time on a percentage basis of special supervisors, if any.

| Category                   | A. | B. |                                                                                                                                                                                                                        |
|----------------------------|----|----|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Instructional Management   | —  | —  | a. <u>Professional Duties</u> : those duties requested or assigned by the department, over and above those expected in the superintendency, such as preparing examinations, teaching, or inspections outside of L.U.A. |
| Personnel Management       | —  | —  | b. <u>Office duties</u> : correspondence, writing reports, meeting delegations and other of the many duties concerned with office work.                                                                                |
| School Community Relations | —  | —  |                                                                                                                                                                                                                        |
| Business Management        | —  | —  |                                                                                                                                                                                                                        |
| a. Professional Duties     | —  | —  |                                                                                                                                                                                                                        |
| b. Office Duties           | —  | —  |                                                                                                                                                                                                                        |



5. Special Classes: for exceptional children, retardation and giftedness, special remedial classes.

5. Fact Finding and Research: conduct of surveys and fact finding activities to obtain information for the educational program.

3.

Do scores in each section add to 4?

[illegible]

Sources of Authority

[illegible]

## INSTRUCTIONAL MANAGEMENT

1. Pupil Accounting and Records: of examination marks, promotions, attendance records, administration of attendance acts.  

---
2. Execution of Board Policies: on courses of studies progress and promotion of students, in-service education.  

---
3. Instruction Materials: workbooks, textbooks, library books, audio-visual aids, remedial material purchase, distribution and use.  

---
4. Committees: organization and work with committees of teachers on such things as curriculum, guidance, special problems common to a staff.  

---
5. Fact Finding and Research: conduct of surveys and fact finding activities to obtain information for the educational program.

1.

2.

3.

Do scores in each section add to 4?

1. Teachers: employment, promotion, transfer, dismissal of teachers, principals, supervisory staff.

- ## SCHOOL COMMUNITY RELATIONS

1. The Public and the Board: furnishing information on board policies, finance, statistics, and administration through group meetings and other media.
2. The Public and the Schools: furnishing information on the instructional program in the schools, improvement of school community partnership.
3. Working with Groups: P.T.A., Home and School and other educational groups for the public support and understanding of education.
4. Use of Media: use of press, radio, T.V., newsletters, bulletins to disseminate information on the educational program.

1.

2.

3.

3. Do scores in each section add to 4?

[illegible]



1. Teachers: employment, promotion, transfer, dismissal of teachers, principals, supervisory staff.

2. Non-Professional Staff: employment, promotion, transfer, dismissal of bus-drivers, caretakers, maintenance crews.

3. Office Staff: determination of duties, work schedule responsibilities, conditions of employment, dismissal.

4. Salary Schedules: negotiations, enforcement, tenure  
sick leave.

5. Working Conditions of Teachers: determination of class load, extra curricular activities responsibilities, general supervisory duties.

## SCHOOL COMMUNITY RELATIONS

This is often referred to as public relations. It is primarily concerned with public information and support of schools.

1. The Public and the Board: furnishing information on board policies, finance, statistics, and administration through group meetings and other media.

2. The Public and the Schools: furnishing information on the instructional program in the schools, improvement of school community partnership.

3. Working with Groups: P.T.A., Home and School and other educational groups for the public support and understanding of education.

4. Use of Media: use of press, radio, T.V., newsletters, bulletins to disseminate information on the educational program.

Indicate below any other major activities in the fields noted above which could not be included in any of the sections and give your score on them.

1.

2.

3.

Do scores in each section add to 4?

[illegible]

## Distribution of Functions

[illegible]

1. School Finance: planning and preparing the budget for presentation of the board.
2. Materials, Equipment and Supplies: (except those indicated under instructional management) school equipment, desks, teaching supplies.
3. Centralization: development of policies re dormitories, bus purchases, contracts, routes, size of attendance areas, traffic regulations.
4. Construction, Maintenance and Use of Buildings: Plans for construction of new buildings, repair programs, use of school buildings by the public.
5. Educational Program: development of policies re the central school program, in-service education, promotion of students, curriculum.

BUSINESS MANAGEMENT: EXECUTION OF POLICIES

Putting policies into effect may or may not be of major concern to the superintendent. What is your relationship to this? What functions do you perform? Why?

1. School Finance:  
Control of expenditure, adult, efficient methods of spending, financial strength of the area.
2. Purchase of Materials, Equipment, Supplies:  
Selection as to quality, kind, price, distribution, control of use, purchase of buses.
3. Centralization.  
Maintenance and repair of buses, establishment of routes, enforcement of regulations operation of dormitories.
4. School Buildings and Maintenance: supervision of construction for the board, repair programs, supervision of maintenance.
5. Education Program: carrying out of policies of board re central schools, adapting the educational program to the area.

Indicate below any other major activities in the field noted above which could not be included in any of the sections and give your score on them.

- 1.
- 2.
- 3.

3. Do scores in each section add to 4?

NOW TURN BACK TO PAGE ONE AND COMPLETE

### Sources of Authority

[illegible]

1. School Finance: planning and preparing the budget for presentation of the board.
2. Materials, Equipment and Supplies: (except those indicated under instructional management) school equipment, desks, teaching supplies.
3. Centralization: development of policies re dormitories, bus purchases, contracts, routes, size of attendance areas, traffic regulations.
4. Construction, Maintenance and Use of Buildings: Plans for construction of new buildings, repair programs, use of school buildings by the public.
5. Educational Program: development of policies re the central school program, in-service education, promotion of students, curriculum.

## BUSINESS MANAGEMENT: EXECUTION OF POLICIES

Putting policies into effect may or may not be of major concern to the superintendent. What is your relationship to this? What functions do you perform? Why?

1. School Finance:  
Control of expenditure, adult, efficient methods of spending, financial strength of the area.
2. Purchase of Materials, Equipment, Supplies:  
Selection as to quality, kind, price, distribution, control of use, purchase of buses.
3. Centralization.  
Maintenance and repair of buses, establishment of routes, enforcement of regulations operation of dormitories.
4. School Buildings and Maintenance: supervision of construction for the board, repair programs, supervision of maintenance.
5. Education Program: carrying out of policies of board re central schools, adapting the educational program to the area.

Indicate below any other major activities in the fields noted above which could not be included in any of the sections and give your score on them.

- 1.
  - 2.
  - 3.
- Do scores in each section add to 4?



The first part of the paper discusses the importance of the  
 study and the objectives of the research. It also outlines the  
 methodology used in the study and the results obtained. The  
 second part of the paper discusses the results of the study and  
 the conclusions drawn from the data. It also discusses the  
 implications of the study and the future research that is  
 needed. The third part of the paper discusses the  
 limitations of the study and the strengths of the research.  
 The fourth part of the paper discusses the conclusions of the  
 study and the implications for future research. The fifth  
 part of the paper discusses the limitations of the study and  
 the strengths of the research. The sixth part of the paper  
 discusses the conclusions of the study and the implications for  
 future research. The seventh part of the paper discusses the  
 limitations of the study and the strengths of the research.

## SAMPLE 3

## INTERVIEW SCHEDULE : CHIEF SUPERINTENDENTS

1. What is the legal relationship of the superintendent of schools to
  - a. the department of education
  - b. the board of trustees of the larger unit of administration
  - c. to the board of trustees of the local district (where applicable)?
2. Is there any conflict in the loyalties expected of the superintendent by the department and by the local authorities?
3. What aspects of education are of primary concern to the central authority?
4. What aspects are of primary concern of the local authorities ?
5. How well do the categories in the questionnaire sent to the superintendents in this province encompass all of his major activities?
6. Are the definition and scoring methods related to functions and sources of authority satisfactory?
7. How would you rank the emphases which you think the superintendents should place on the functions in each of the categories?
8. As an agent of the department how do you think he should rank the sources of authority?
9. Are there any major problems concerning organization facing the department at the present time?



## SAMPLE 4

## INTERVIEW SCHEDULE: SUPERINTENDENTS OF SCHOOLS

1. Were the definitions of functions and sources of authority used in the questionnaire understandable and acceptable?
2. What is the most important function and the least important function which you perform in relation to each of the categories?
3. What do you consider are the most important aspects of your work?
4. Does what the department expect of you and the duties and responsibilities defined in the school act agree?
5. Does the department send you many directives on what, how, or when you should do your work?
6. Do you keep the board of trustees informed on all matters relating to all aspects of education such as improvement of instruction, in-service education, principals' meetings?
7. Do you do many things in the local area because the board of trustees expect you to do them? ask you to do them?
8. To what extent are your activities determined by what you think should be done?
9. What do you think the community expects of you as educational leader?
10. What is your relationship to the staff of teachers? to the principals?



## APPENDIX B





TABLE V.

## EXPERIENCE OF SUPERINTENDENTS

| Years   | British Columbia |               |       | Alberta          |               |       | Saskatchewan     |               |       |
|---------|------------------|---------------|-------|------------------|---------------|-------|------------------|---------------|-------|
|         | Super-<br>visory | Teach-<br>ing | Total | Super-<br>visory | Teach-<br>ing | Total | Super-<br>visory | Teach-<br>ing | Total |
| 0 - 4   | 8                | 0             | 0     | 15               | 0             | 0     | 14               | 0             | 0     |
| 5 - 9   | 4                | 0             | 0     | 5                | 5             | 1     | 14               | 0             | 0     |
| 10 - 14 | 9                | 3             | 0     | 8                | 10            | 3     | 15               | 12            | 2     |
| 15 - 19 | 2                | 5             | 0     | 6                | 14            | 4     | 7                | 22            | 7     |
| 20 - 24 | 2                | 14            | 9     | 3                | 5             | 9     | 3                | 14            | 8     |
| 25 - 29 | 0                | 2             | 6     | 0                | 3             | 10    | 0                | 5             | 19    |
| 30 - 34 | 0                | 1             | 6     | 0                | 0             | 8     | 0                | 0             | 11    |
| 35 - 39 | 0                | 0             | 3     | 0                | 0             | 2     | 0                | 0             | 4     |
| 40 plus | 0                | 0             | 1     | 0                | 0             | 0     | 0                | 0             | 2     |



TABLE VI

## NUMBER OF PUPILS IN SUPERINTENDENCY

## Number of Superintendents

| Number of Pupils | British Columbia | Alberta | Saskatchewan | Nova Scotia | New Brunswick |
|------------------|------------------|---------|--------------|-------------|---------------|
| 500 - 999        | --               | 1       | 2            | --          | --            |
| 1000 - 1499      | --               | 4       | 3            | --          | --            |
| 1500 - 1999      | --               | 6       | 13           | --          | --            |
| 2000 - 2499      | 2                | 14      | 19           | --          | --            |
| 2500 - 2999      | 2                | 5       | 6            | 3           | --            |
| 3000 - 3499      | 3                | 4       | 5            | --          | --            |
| 3500 - 3999      | 5                | 1       | 3            | --          | --            |
| 4000 - 4499      | 3                | 2       | --           | 1           | --            |
| 4500 - 4999      | 2                | --      | 2            | --          | 2             |
| 5000 - 5499      | --               | --      | --           | --          | 3             |
| 7000 - 7999      | --               | --      | --           | 1           | --            |
| 8000 - 8999      | --               | --      | --           | 1           | --            |
| 9000 - 9999      | --               | --      | --           | --          | --            |
| 10000 - 10999    | 1                | --      | --           | --          | 2             |
| 11000 - 12999    | 1                | --      | --           | --          | 1             |
| 13000 - 14999    | 1                | --      | --           | --          | --            |
| Over 15000       | 1                | --      | --           | --          | 1             |



TABLE VII

## NUMBER OF CLASSROOMS IN SUPERINTENDENCY

## Number of Superintendents

| Number of<br>Classrooms | British<br>Columbia | Alberta | Saskat-<br>chewan | Nova<br>Scotia | New<br>Brunswick |
|-------------------------|---------------------|---------|-------------------|----------------|------------------|
| 0 - 49                  | --                  | 2       | --                | --             | --               |
| 50 - 99                 | 2                   | 18      | 24                | --             | --               |
| 100 - 149               | 8                   | 15      | 25                | 4              | --               |
| 150 - 199               | 9                   | 2       | 4                 | --             | 1                |
| 200 - 249               | --                  | --      | --                | 1              | 2                |
| 250-- 299               | 1                   | --      | --                | --             | 1                |
| 300 - 349               | --                  | --      | --                | --             | 1                |
| 350 - 399               | 1                   | --      | --                | --             | --               |
| 400 - 449               | 1                   | --      | --                | --             | 1                |
| 450 - 499               | 1                   | --      | --                | --             | --               |
| 500 - 549               | --                  | --      | --                | --             | 2                |
| 550 - 599               | 1                   | --      | --                | --             | --               |



# TABLE I

Summary of the results of the experiments

conducted in the laboratory

| Experiment No. | Time (min) | Temperature (°C) | Pressure (mm Hg) | Volume (ml) | Weight (g) |
|----------------|------------|------------------|------------------|-------------|------------|
| 1              | 10         | 25               | 760              | 100         | 1.00       |
| 2              | 20         | 25               | 760              | 200         | 2.00       |
| 3              | 30         | 25               | 760              | 300         | 3.00       |
| 4              | 40         | 25               | 760              | 400         | 4.00       |
| 5              | 50         | 25               | 760              | 500         | 5.00       |
| 6              | 60         | 25               | 760              | 600         | 6.00       |
| 7              | 70         | 25               | 760              | 700         | 7.00       |
| 8              | 80         | 25               | 760              | 800         | 8.00       |
| 9              | 90         | 25               | 760              | 900         | 9.00       |
| 10             | 100        | 25               | 760              | 1000        | 10.00      |
| 11             | 110        | 25               | 760              | 1100        | 11.00      |
| 12             | 120        | 25               | 760              | 1200        | 12.00      |
| 13             | 130        | 25               | 760              | 1300        | 13.00      |
| 14             | 140        | 25               | 760              | 1400        | 14.00      |
| 15             | 150        | 25               | 760              | 1500        | 15.00      |
| 16             | 160        | 25               | 760              | 1600        | 16.00      |
| 17             | 170        | 25               | 760              | 1700        | 17.00      |
| 18             | 180        | 25               | 760              | 1800        | 18.00      |
| 19             | 190        | 25               | 760              | 1900        | 19.00      |
| 20             | 200        | 25               | 760              | 2000        | 20.00      |

TABLE VIII

## NUMBER OF SPECIAL SUPERVISORS IN SUPERINTENDENCY

## Number of Superintendents

| Number of Supervisors | British Columbia | Alberta | Saskatchewan | Nova Scotia | New Brunswick |
|-----------------------|------------------|---------|--------------|-------------|---------------|
| 0                     | 6                | 31      | 35           | 3           | --            |
| 1                     | 9                | 6       | 16           | 3           | 6             |
| 2                     | 5                | 1       | 1            | --          | 1             |
| 3                     | 1                | --      | 1            |             |               |
| 4                     | 1                |         |              |             |               |
| 5 plus                | 2                |         |              |             |               |



TABLE IX

## SUMMARY OF RANK SCORES FROM QUESTIONNAIRE BY PROVINCE: FUNCTIONS

| Functions      | British<br>Columbia | Alberta | Saskat-<br>chewan | Nova<br>Scotia | New<br>Brunswick |
|----------------|---------------------|---------|-------------------|----------------|------------------|
| Advisory       |                     |         |                   |                |                  |
| 1.             | 1                   | 2       | 2                 | 1              | 1                |
| 2.             | 1                   | 2       | 2                 | 1              | 1                |
| 3.             | 1                   | 1       | 1                 | 1              | 1                |
| 4.             | 1                   | 1       | 1                 | 1              | 1                |
| 5.             | 1                   | 1       | 1                 | 1              | 1                |
| 6.             | 1                   | 1       | 1                 | 1              | 1                |
| Supervisory    |                     |         |                   |                |                  |
| 1.             | 2                   | 1       | 1                 | 2              | 2                |
| 2.             | 2                   | 1       | 1                 | 2              | 3                |
| 3.             | 3                   | 2       | 2                 | 3              | 2                |
| 4.             | 2                   | 2       | 2                 | 3              | 3                |
| 5.             | 2                   | 2       | 2                 | 2              | 3                |
| 6.             | 2                   | 2       | 2                 | 2              | 3                |
| Administrative |                     |         |                   |                |                  |
| 1.             | 3                   | 3       | 3                 | 3              | 3                |
| 2.             | 3                   | 3       | 3                 | 3              | 2                |
| 3.             | 2                   | 3       | 3                 | 2              | 3                |
| 4.             | 3                   | 3       | 3                 | 2              | 2                |
| 5.             | 3                   | 3       | 3                 | 3              | 2                |
| 6.             | 3                   | 3       | 3                 | 3              | 2                |

Legend

1. Instruction
2. Instructional Management
3. Personnel Management

4. School Community Relations
5. Business Management: Policy Planning
6. Business Management: Policy Execution.

Table 1. Summary of the data collected during the study.

| Year | Month | Day | Time  | Location | Species | Count |
|------|-------|-----|-------|----------|---------|-------|
| 1998 | Jan   | 15  | 08:00 | Site A   | 1       | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 2       | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 3       | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 4       | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 5       | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 6       | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 7       | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 8       | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 9       | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 10      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 11      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 12      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 13      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 14      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 15      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 16      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 17      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 18      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 19      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 20      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 21      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 22      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 23      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 24      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 25      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 26      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 27      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 28      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 29      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 30      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 31      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 32      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 33      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 34      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 35      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 36      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 37      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 38      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 39      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 40      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 41      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 42      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 43      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 44      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 45      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 46      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 47      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 48      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 49      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 50      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 51      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 52      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 53      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 54      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 55      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 56      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 57      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 58      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 59      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 60      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 61      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 62      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 63      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 64      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 65      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 66      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 67      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 68      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 69      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 70      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 71      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 72      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 73      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 74      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 75      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 76      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 77      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 78      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 79      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 80      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 81      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 82      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 83      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 84      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 85      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 86      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 87      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 88      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 89      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 90      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 91      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 92      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 93      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 94      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 95      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 96      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 97      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 98      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 99      | 1     |
| 1998 | Jan   | 15  | 08:00 | Site A   | 100     | 1     |

Figure 1. Map of the study area showing the locations of the sampling sites. The map includes a scale bar and a north arrow.

TABLE X

## SUMMARY OF RANK SCORES FROM QUESTIONNAIRE BY PROVINCE:

## SOURCES OF AUTHORITY

| Sources of Authority | British Columbia | Alberta | Saskatchewan | Nova Scotia | New Brunswick |
|----------------------|------------------|---------|--------------|-------------|---------------|
| Department Directive |                  |         |              |             |               |
| 1.                   | 2                | 2       | 2            | 2           | 1             |
| 2.                   | 2                | 2       | 2            | 2           | 1             |
| 3.                   | 2                | 3       | 3            | 3           | 1             |
| 4.                   | 3                | 3       | 2.5          | 2           | 2             |
| 5.                   | 3                | 3       | 3            | 2           | 1             |
| 6.                   | 2.5              | 3       | 3            | 2           | 1             |
| Board Directive      |                  |         |              |             |               |
| 1.                   | 3                | 3       | 3            | 3           | 3             |
| 2.                   | 3                | 3       | 3            | 3           | 3             |
| 3.                   | 1                | 2       | 1            | 2           | 3             |
| 4.                   | 2                | 2       | 2.5          | 3           | 3             |
| 5.                   | 2                | 2       | 2            | 1           | 3             |
| 6.                   | 1                | 1       | 2            | 1           | 3             |
| Own Initiative       |                  |         |              |             |               |
| 1.                   | 1                | 1       | 1            | 1           | 2             |
| 2.                   | 1                | 1       | 1            | 1           | 2             |
| 3.                   | 3                | 1       | 2            | 1           | 2             |
| 4.                   | 1                | 1       | 1            | 1           | 1             |
| 5.                   | 2                | 1       | 1            | 3           | 2             |
| 6.                   | 2.5              | 2       | 1            | 3           | 2             |

Legend

1. Instruction
2. Instructional Management
3. Personnel Management

4. School Community Relations
5. Business Management: Policy Planning
6. Business Management: Policy Execution





TABLE XI

## SUMMARY OF RANK SCORES FROM LEGAL SOURCES BY PROVINCES

| Category         | Functions |                  |                     | Sources of Authority |                    |                   |
|------------------|-----------|------------------|---------------------|----------------------|--------------------|-------------------|
|                  | Advisory  | Super-<br>visory | Adminis-<br>trative | Dept.<br>Directive   | Board<br>Directive | Own<br>Initiative |
| British Columbia |           |                  |                     |                      |                    |                   |
| 1.               | 3         | 1                | 2                   | 1                    | 3                  | 2                 |
| 2.               | 3         | 2                | 1                   | 1.5                  | 1.5                | 3                 |
| 3.               | 2         | 1                | 3                   | 2                    | 1                  | 3                 |
| 4.               | 2         | 1                | 3                   | 1                    | 2                  | 3                 |
| 5.               | 2         | 1                | 3                   | 1                    | 2                  | 3                 |
| 6.               | 2         | 1                | 3                   | 2                    | 1                  | 3                 |
| Alberta          |           |                  |                     |                      |                    |                   |
| 1.               | 2         | 1                | 3                   | 1                    | 3                  | 2                 |
| 2.               | 3         | 2                | 1                   | 1                    | 2                  | 3                 |
| 3.               | 1         | 2                | 3                   | 2                    | 1                  | 3                 |
| 4.               | 2         | 1                | 3                   | 1                    | 2                  | 3                 |
| 5.               | 1         | 2                | 3                   | 1                    | 2                  | 3                 |
| 6.               | 1.5       | 1.5              | 3                   | 2                    | 1                  | 3                 |
| Saskatchewan     |           |                  |                     |                      |                    |                   |
| 1.               | 2         | 1                | 3                   | 1                    | 3                  | 2                 |
| 2.               | 3         | 2                | 1                   | 1                    | 2                  | 3                 |
| 3.               | 1         | 2                | 3                   | 2                    | 1                  | 3                 |
| 4.               | 2         | 1                | 3                   | 1                    | 2                  | 3                 |
| 5.               | 1         | 2                | 3                   | 1                    | 2                  | 3                 |
| 6.               | 1.5       | 1.5              | 3                   | 2                    | 1                  | 3                 |
| Nova Scotia      |           |                  |                     |                      |                    |                   |
| 1.               | 3         | 1                | 2                   | 1                    | 3                  | 2                 |
| 2.               | 3         | 2                | 1                   | 1                    | 3                  | 2                 |
| 3.               | 3         | 1                | 2                   | 1                    | 2                  | 3                 |
| 4.               | 2         | 1                | 3                   | 1                    | 3                  | 2                 |
| 5.               | 2         | 1                | 3                   | 2                    | 1                  | 3                 |
| 6.               | 1         | 2                | 3                   | 2                    | 1                  | 3                 |
| New Brunswick    |           |                  |                     |                      |                    |                   |
| 1.               | 1         | 2                | 3                   | 1                    | 3                  | 2                 |
| 2.               | 1         | 2                | 3                   | 1                    | 3                  | 2                 |
| 3.               | 1         | 2                | 3                   | 1                    | 3                  | 2                 |
| 4.               | 1         | 3                | 2                   | 1                    | 3                  | 2                 |
| 5.               | 1         | 2                | 3                   | 1                    | 3                  | 2                 |
| 6.               | 1         | 3                | 2                   | 1                    | 3                  | 2                 |

## Legend

- |                             |                                           |
|-----------------------------|-------------------------------------------|
| 1. Instruction              | 4. School Community Relations             |
| 2. Instructional Management | 5. Business Management: Policy Planning   |
| 3. Personnel Management     | 6. Business Management: Policy Execution. |



TABLE XII

## PERCENTAGE DISTRIBUTION OF RANK SCORES FROM INTERVIEWS BY PROVINCE

| Category         | Functions |                  |                     | Sources of Authority    |                    |                   |
|------------------|-----------|------------------|---------------------|-------------------------|--------------------|-------------------|
|                  | Advisory  | Super-<br>visory | Adminis-<br>trative | Department<br>Directive | Board<br>Directive | Own<br>Initiative |
| British Columbia |           |                  |                     |                         |                    |                   |
| 1.               | 47        | 33               | 20                  | 40                      | 10                 | 50                |
| 2.               | 40        | 37               | 23                  | 37                      | 20                 | 43                |
| 3.               | 51        | 19               | 30                  | 48                      | 32                 | 20                |
| 4.               | 45        | 30               | 25                  | 14                      | 26                 | 60                |
| 5.               | 57        | 22               | 21                  | 30                      | 50                 | 20                |
| 6.               | 62        | 27               | 11                  | 30                      | 40                 | 30                |
| Alberta          |           |                  |                     |                         |                    |                   |
| 1.               | 35        | 45               | 15                  | 35                      | 5                  | 60                |
| 2.               | 32        | 39               | 19                  | 32                      | 20                 | 58                |
| 3.               | 55        | 24               | 21                  | 10                      | 60                 | 30                |
| 4.               | 40        | 32               | 28                  | 12                      | 26                 | 62                |
| 5.               | 50        | 40               | 10                  | 15                      | 35                 | 50                |
| 6.               | 54        | 28               | 18                  | 50                      | 30                 | 20                |
| Saskatchewan     |           |                  |                     |                         |                    |                   |
| 1.               | 40        | 50               | 10                  | 40                      | 0                  | 60                |
| 2.               | 38        | 42               | 20                  | 37                      | 15                 | 48                |
| 3.               | 58        | 32               | 10                  | 30                      | 30                 | 40                |
| 4.               | 55        | 35               | 10                  | 20                      | 5                  | 75                |
| 5.               | 55        | 25               | 20                  | 20                      | 30                 | 50                |
| 6.               | 60        | 30               | 10                  | 20                      | 40                 | 40                |
| Nova Scotia      |           |                  |                     |                         |                    |                   |
| 1.               | 45        | 35               | 20                  | 40                      | 0                  | 60                |
| 2.               | 50        | 30               | 20                  | 30                      | 10                 | 60                |
| 3.               | 40        | 35               | 25                  | 20                      | 10                 | 70                |
| 4.               | 50        | 20               | 30                  | 20                      | 10                 | 70                |
| 5.               | 60        | 30               | 10                  | 35                      | 40                 | 25                |
| 6.               | 75        | 20               | 5                   | 30                      | 50                 | 20                |

Legend

- |                             |                                           |
|-----------------------------|-------------------------------------------|
| 1. Instruction              | 4. School Community Relations             |
| 2. Instructional Management | 5. Business Management: Policy Planning   |
| 3. Personnel Management     | 6. Business Management: Policy Execution. |





## DISTRIBUTION OF RESPONSES OBTAINED DURING INTERVIEWS BY PERCENT

|                                                                                                    | B.C. | Alta. | Sask. |
|----------------------------------------------------------------------------------------------------|------|-------|-------|
|                                                                                                    | 19   | 20    | 24    |
| Number of superintendents interviewed by province .....                                            |      |       |       |
| Categories of Responses                                                                            |      |       |       |
| <u>Relationships with Department of Education</u>                                                  |      |       |       |
| 1. As an employee of the Department of Education I;                                                |      |       |       |
| a. am satisfied with present arrangements .....                                                    | 51   | 60    | 30    |
| b. would like clarification of relationships with board of trustees and secretary .....            | 16   | 40    | 65    |
| c. would like to be officially designated as the chief executive officer of the larger unit .....  | --   | 30    | 65    |
| d. am responsible for interpreting local needs to the department .....                             | 86   | 95    | 80    |
| e. am responsible for co-ordinating provincial and local needs in education .....                  | 100  | 100   | 89    |
| 2. I consider myself;                                                                              |      |       |       |
| a. loyal to both the department and the board .....                                                | 66   | 60    | 33    |
| b. ultimately loyal to the department but mainly concerned about the welfare of the local area ... | 92   | 92    | 86    |
| c. mainly the executive officer of the board .....                                                 | 76   | 95    | 50    |
| 3. I feel I am responsible for;                                                                    |      |       |       |
| a. the efficient management of all aspects of the educational program in the area .....            | 51   | 80    | 65    |
| b. all aspects which are not going well .....                                                      | 17   | 75    | 70    |
| c. only those aspects which are specifically indicated by the department as part of the job .....  | 21   | 20    | 41    |
| <u>Relationships with Board of Trustees and Secretary</u>                                          |      |       |       |
| 1. The board of trustees affects my work because                                                   |      |       |       |
| a. the membership is very unstable .....                                                           | 51   | 60    | 42    |
| b. the membership changes from farmers to business men .....                                       | 41   | 15    | 21    |
| c. the board is not interested in educational aspects                                              | 26   | 35    | 37    |
| d. the board is not working together .....                                                         | 36   | 45    | 47    |
| e. the secretary is opposed to the educational program .....                                       | 24   | 35    | 35    |
| 2. My responsibilities to the board of trustees are;                                               |      |       |       |
| a. wholly advisory .....                                                                           | 10   | 15    | 15    |
| b. advisory in planning stage and supervisory in relation to permanent policies .....              | 52   | 75    | 70    |
| c. to act as liaison officer between board and the teaching staff .....                            | 80   | 70    | 50    |
| d. to act as spokesman for the board in relations with the department .....                        | 85   | 90    | 90    |





TABLE XIII (continued)

| Functions                                                                                        | B.C. | Alta. | Sask. |
|--------------------------------------------------------------------------------------------------|------|-------|-------|
| 1. The emphasis placed upon a function depends upon;..                                           |      |       |       |
| a. conditions in the area .....                                                                  | 72   | 80    | 90    |
| b. personality of the superintendent .....                                                       | 30   | 45    | 36    |
| c. personality of the secretary .....                                                            | 15   | 60    | 50    |
| d. personality of the board of trustees .....                                                    | 65   | 75    | 75    |
| e. stability of the board of trustees .....                                                      | 90   | 85    | 80    |
| f. stability of the teaching staff .....                                                         | 85   | 70    | 75    |
| <u>Instruction</u>                                                                               |      |       |       |
| In the field of instruction the superintendent is responsible for;                               |      |       |       |
| a. providing accurate information for the teacher .                                              | 80   | 35    | 20    |
| b. evaluating the work of the teacher .....                                                      | 100  | 95    | 90    |
| c. as the staff improves in quality the superintendent tends to advise more than supervise ..... | 25   | 40    | 50    |
| d. providing means for the orientation of teachers to the area and to the program .....          | 42   | 55    | 57    |
| <u>Management</u>                                                                                |      |       |       |
| 1. The provincial authorities expect the superintendent to use his own initiative in             |      |       |       |
| a. ensuring efficient management of the educational program .....                                | 60   | 75    | 70    |
| b. co-ordinating and integrating the objectives of both province and local area .....            | 75   | 80    | 65    |
| c. maintaining a co-operative partnership between all interested parties .....                   | 60   | 75    | 50    |
| 2. The boards of trustees expect the superintendent to provide;                                  |      |       |       |
| a. accurate information on all matters within the jurisdiction of the board .....                | 75   | 65    | 80    |
| b. administrative or supervisory reports of the effectiveness of their policies .....            | 65   | 55    | 40    |
| c. information on provincial policies in education                                               | 80   | 76    | 80    |
| 3. The board of trustees expects the superintendent to                                           |      |       |       |
| a. take an active part in making recommendation re the budget .....                              | 65   | 80    | 75    |
| b. make recommendations re placement, transfer and employment of teachers .....                  | 90   | 95    | 80    |
| c. take charge of the public relations program ...                                               | 50   | 60    | 35    |
| d. to interpret the policies of the board to the public and the staff of teachers .....          | 55   | 65    | 80    |



TABLE XIV

## CONSENSUS ON CATEGORIES OF ACTIVITIES: PERCENTAGE DISTRIBUTION

| Category                                         | British Columbia                                                     | Alberta                                     | Saskatchewan                                                   |
|--------------------------------------------------|----------------------------------------------------------------------|---------------------------------------------|----------------------------------------------------------------|
| <u>Consensus Distribution -- 100 percent</u>     |                                                                      |                                             |                                                                |
| I.                                               | (a) Teacher<br>(a) Pupil<br>(a) In-Service Education                 | Teacher<br>Pupil<br>In-Service Education    | Teacher<br>Pupil<br>In-Service Education                       |
| II.                                              | (a) Pupil Records<br>(b) Instructional Materials                     | Pupil Records<br>(b) Committees<br>Research | Pupil Records<br>Instructional Materials<br>Committees         |
| III.                                             | (a) Teachers                                                         | Teachers<br>(b) Working Conditions          | Teachers<br>Working Conditions                                 |
| IV.                                              | (b) Public & Board                                                   | (b) Working with Groups                     | Public & Board<br>Public & Schools<br>Working with Groups      |
| V.                                               | (a) Materials & Supplies<br>(a) Education Policies<br>Centralization | Materials & Supplies<br>Education Policies  | Materials & Supplies<br>Education Policies                     |
| <u>Consensus Distribution -- 90 - 99 percent</u> |                                                                      |                                             |                                                                |
| I.                                               | Adult Education                                                      |                                             |                                                                |
| II.                                              | (b) Fact Finding & Research                                          |                                             | Fact Finding & Research                                        |
| III.                                             | Working Conditions                                                   |                                             |                                                                |
| IV.                                              | Working with Groups                                                  | Public & Board<br>Public & School           |                                                                |
| V.                                               | (a) Finance<br>(a) Buildings                                         | Finance<br>Buildings<br>(b) Centralization  | Finance<br>Buildings<br>Centralization<br>Materials & Supplies |
| VI.                                              | (a) Education Program                                                | Education Program                           | Education Program                                              |
| <u>Consensus Distribution -- 80 - 89 percent</u> |                                                                      |                                             |                                                                |
| I.                                               | Special Classes                                                      |                                             |                                                                |
| II.                                              | Committees                                                           | Board Policy<br>Fact Finding & Research     |                                                                |





TABLE XIV (continued)

| Category                                  | British Columbia                                           | Alberta                                           | Saskatchewan                                               |
|-------------------------------------------|------------------------------------------------------------|---------------------------------------------------|------------------------------------------------------------|
| III.                                      | (b)Salary Schedules                                        | Salary Schedules                                  |                                                            |
| IV.                                       |                                                            | (b)Use of Media                                   | Use of Media                                               |
| V.                                        |                                                            |                                                   |                                                            |
| VI.                                       | (b)Finance<br>(b)Materials and Supply<br>(b)Centralization | Finance<br>Materials and Supply<br>Centralization |                                                            |
| Consensus Distribution -- 70 - 79 percent |                                                            |                                                   |                                                            |
| II.                                       | (b)Board Policy                                            |                                                   | Board Policy                                               |
| III.                                      |                                                            | Office Staff                                      |                                                            |
| VI.                                       |                                                            | Buildings                                         | Finance<br>Centralization<br>Materials and Supply          |
| Consensus Distribution -- 60 - 69 percent |                                                            |                                                   |                                                            |
| III.                                      | Non-Professional Staff<br>Office Staff                     | Salary Schedules                                  |                                                            |
| Consensus Distribution -- 40 - 59 percent |                                                            |                                                   |                                                            |
| III.                                      |                                                            |                                                   | Non-Professional Staff<br>Office Staff<br>Salary Schedules |
| Consensus Distribution -- 20 - 39 percent |                                                            |                                                   |                                                            |
| 1.                                        |                                                            | (b) Special Classes<br>(b) Adult Education        | Special Classes<br>Adult Education                         |

Legend

## Category

1. Instruction

II. Instructional Management

III. Personnel Management

IV. School Community Relations

V. Business Management: Policy Planning

VI. Business Management: Policy Execution

(a) Common consensus in the three provinces in the western zone

(b) Common consensus in two of the three provinces in the western zone.





## SUMMARY OF RANK SCORES

## BRITISH COLUMBIA

| Category                                        | A. Functions |                  |                  | B. Sources of Authority |                |                |
|-------------------------------------------------|--------------|------------------|------------------|-------------------------|----------------|----------------|
|                                                 | Advisory     | Supervisory      | Administrative   | Dept. Director          | Board Director | Own Initiative |
|                                                 | 1            | 2                | 3                | 1                       | 2              | 3              |
| <u>I Instruction</u>                            |              |                  |                  |                         |                |                |
| Questionnaire                                   | 1            | 2                | 3                | 1.5                     | 3              | 1.5            |
| Pilot Study                                     | 1            | 2                | 3                | 2                       | 3              | 1              |
| Interview                                       | 1            | 2                | 3                | 2 <sup>x</sup>          | 3              | 1 <sup>x</sup> |
| <u>II Instructional Management</u>              |              |                  |                  |                         |                |                |
| Questionnaire                                   | 1            | 2                | 3                | 2                       | 3              | 1              |
| Pilot Study                                     | 1            | 2                | 3                | 2                       | 3              | 1              |
| Interview                                       | 1            | 2                | 3                | 2                       | 3              | 1              |
| <u>III Personnel Management</u>                 |              |                  |                  |                         |                |                |
| Questionnaire                                   | 1            | 3                | 2                | 2                       | 1              | 3              |
| Pilot Study                                     | 1            | 3                | 2                | 2                       | 1              | 3              |
| Interview                                       | 1            | 3                | 2                | 2                       | 1              | 3              |
| <u>IV School Community Relations</u>            |              |                  |                  |                         |                |                |
| Questionnaire                                   | 1            | 2                | 3                | 3                       | 2              | 1              |
| Pilot Study                                     | 1            | 2                | 3                | 3                       | 2              | 1              |
| Interview                                       | 1            | 2                | 3                | 3                       | 2              | 1              |
| <u>V Business Management: Policy Planning</u>   |              |                  |                  |                         |                |                |
| Questionnaire                                   | 1            | 2                | 3                | 3                       | 1              | 2              |
| Pilot Study                                     | 1            | 2                | 3                | 3                       | 2              | 1              |
| Interview                                       | 1            | 2                | 3                | 3                       | 1              | 2              |
| <u>VI Business Management: Policy Execution</u> |              |                  |                  |                         |                |                |
| Questionnaire                                   | 1            | 2                | 3                | 2.5                     | 1              | 2.5            |
| Pilot Study                                     | 1            | 2.5 <sup>x</sup> | 2.5 <sup>x</sup> | 2                       | 1              | 3              |
| Interview                                       | 1            | 2                | 3                | 2                       | 1              | 3              |
| <u>Summary</u>                                  |              |                  |                  |                         |                |                |
|                                                 | 1            | A. 2             | 3                | 1                       | B. 2           | 3              |
| Questionnaire                                   | 1            | 2                | 3                | 3                       | 2              | 1              |
| Pilot Study                                     | 1            | 2                | 3                | 3                       | 2              | 1              |
| Interview                                       | 1            | 2                | 3                | 3                       | 2              | 1              |
|                                                 |              |                  |                  | No. of Respondents      |                |                |
| Questionnaire                                   |              |                  |                  | - 25                    |                |                |
| Pilot Study                                     |              |                  |                  | - 3                     |                |                |
| Interview                                       |              |                  |                  | - 19                    |                |                |



## SUMMARY OF RANK SCORES

## ALBERTA

| Category                                                  | A. Functions     |                  |                | B. Sources of Authority |                 |                  |                    |
|-----------------------------------------------------------|------------------|------------------|----------------|-------------------------|-----------------|------------------|--------------------|
|                                                           | Advis            | Super            | Admin          | Dept.                   | Board           | Own              |                    |
|                                                           | ory<br>1         | visory<br>2      | istra<br>3     | Direc<br>tive 1         | Direc<br>tive 2 | Initia<br>tive 3 |                    |
| I <u>Instruction</u>                                      |                  |                  |                |                         |                 |                  |                    |
| Questionnaire                                             | 1.5 <sup>x</sup> | 1.5 <sup>x</sup> | 3              | 2                       | 3               | 1                |                    |
| Pilot Study                                               | 2                | 1                | 3              | 2                       | 3               | 1                |                    |
| Interview                                                 | 2                | 1                | 3              | 2                       | 3               | 1                |                    |
| II <u>Instructional Management</u>                        |                  |                  |                |                         |                 |                  |                    |
| Questionnaire                                             | 2                | 2                | 2              | 2                       | 3               | 1                |                    |
| Pilot Study                                               | 2                | 3 <sup>x</sup>   | 1 <sup>x</sup> | 2                       | 3               | 1                |                    |
| Interview                                                 | 2                | 2                | 2              | 2                       | 3               | 1                |                    |
| III <u>Personnel Management</u>                           |                  |                  |                |                         |                 |                  |                    |
| Questionnaire                                             | 1                | 2                | 3              | 3                       | 2               | 1                |                    |
| Pilot Study                                               | 1                | 2                | 3              | 3                       | 2               | 1                |                    |
| Interview                                                 | 1                | 2                | 3              | 3                       | 2               | 1                |                    |
| IV <u>School Community Relations</u>                      |                  |                  |                |                         |                 |                  |                    |
| Questionnaire                                             | 1                | 2                | 3              | 3                       | 2               | 1                |                    |
| Pilot Study                                               | 1                | 2                | 3              | 3                       | 2               | 1                |                    |
| Interview                                                 | 1                | 2                | 3              | 3                       | 2               | 1                |                    |
| V <u>Business Management:</u><br><u>Policy Planning</u>   |                  |                  |                |                         |                 |                  |                    |
| Questionnaire                                             | 1                | 2                | 3              | 3                       | 2               | 1                |                    |
| Pilot Study                                               | 1                | 2                | 3              | 3                       | 2               | 1                |                    |
| Interview                                                 | 1                | 2                | 3              | 3                       | 2               | 1                |                    |
| VI <u>Business Management:</u><br><u>Policy Execution</u> |                  |                  |                |                         |                 |                  |                    |
| Questionnaire                                             | 1                | 2                | 3              | 3                       | 1               | 2                |                    |
| Pilot Study                                               | 1                | 2                | 3              | 3                       | 2 <sup>x</sup>  | 1 <sup>x</sup>   |                    |
| Interview                                                 | 1                | 2                | 3              | 3                       | 1               | 2                |                    |
| Summary                                                   | A.               |                  |                | B.                      |                 |                  | No. of Respondents |
|                                                           | 1                | 2                | 3              | 1                       | 2               | 3                |                    |
| Questionnaire                                             | 1                | 2                | 3              | 3                       | 2               | 1                | Questionnaire - 38 |
| Pilot Study                                               | 1                | 2                | 3              | 3                       | 2               | 1                | Pilot Study 6      |
| Interview                                                 | 1                | 2                | 3              | 3                       | 2               | 1                | Interview 20       |



## SUMMARY OF RANK SCORES

## SASKATCHEWAN

| Category                                        | A. Functions  |                  |                     | B. Sources of Authority |                     |                     |
|-------------------------------------------------|---------------|------------------|---------------------|-------------------------|---------------------|---------------------|
|                                                 | Advisory<br>1 | Supervisory<br>2 | Administrative<br>3 | Dept. Director<br>1     | Board Director<br>2 | Own Initiative<br>3 |
| I <u>Instruction</u>                            |               |                  |                     |                         |                     |                     |
| Questionnaire                                   | 2             | 1                | 3                   | 2                       | 3                   | 1                   |
| Pilot Study                                     | 2             | 1                | 3                   | 2                       | 3                   | 1                   |
| Interview                                       | 2             | 1                | 3                   | 2                       | 3                   | 1                   |
| II <u>Instructional Management</u>              |               |                  |                     |                         |                     |                     |
| Questionnaire                                   | 2             | 1                | 3                   | 2                       | 3                   | 1                   |
| Pilot Study                                     | 2             | 1                | 3                   | 2                       | 3                   | 1                   |
| Interview                                       | 2             | 1                | 3                   | 2                       | 3                   | 1                   |
| III <u>Personnel Management</u>                 |               |                  |                     |                         |                     |                     |
| Questionnaire                                   | 1             | 2                | 3                   | 3                       | 1                   | 2                   |
| Pilot Study                                     | 1             | 2                | 3                   | 3                       | 1                   | 2                   |
| Interview                                       | 1             | 2                | 3                   | 3                       | 1                   | 2                   |
| IV <u>School Community Relations</u>            |               |                  |                     |                         |                     |                     |
| Questionnaire                                   | 1             | 2                | 3                   | 2                       | 3                   | 1                   |
| Pilot Study                                     | 1             | 2                | 3                   | 2.5 <sup>x</sup>        | 2.5 <sup>x</sup>    | 1                   |
| Interview                                       | 1             | 2                | 3                   | 2                       | 3                   | 1                   |
| V <u>Business Management: Policy Planning</u>   |               |                  |                     |                         |                     |                     |
| Questionnaire                                   | 1             | 2                | 3                   | 3                       | 2                   | 1                   |
| Pilot Study                                     | 1             | 2                | 3                   | 3                       | 2                   | 1                   |
| Interview                                       | 1             | 2                | 3                   | 3                       | 2                   | 1                   |
| VI <u>Business Management: Policy Execution</u> |               |                  |                     |                         |                     |                     |
| Questionnaire                                   | 1             | 2                | 3                   | 3                       | 2                   | 1                   |
| Pilot Study                                     | 1             | 2                | 3                   | 3                       | 2                   | 1                   |
| Interview                                       | 1             | 2                | 3                   | 3                       | 2                   | 1                   |
| Summary                                         | A.            |                  |                     | B.                      |                     |                     |
|                                                 | 1             | 2                | 3                   | 1                       | 2                   | 3                   |
| Questionnaire                                   | 1             | 2                | 3                   | 3                       | 2                   | 1                   |
| Pilot Study                                     | 1             | 2                | 3                   | 3                       | 2                   | 1                   |
| Interview                                       | 1             | 2                | 3                   | 3                       | 2                   | 1                   |
|                                                 |               |                  | No. of Respondents  |                         |                     |                     |
|                                                 |               |                  | Questionnaire       |                         |                     | 53                  |
|                                                 |               |                  | Pilot Study         |                         |                     | 5                   |
|                                                 |               |                  | Interview           |                         |                     | 24                  |





## SUMMARY OF RAIK SCORES

## NOVA SCOTIA

| Category                                        | A. Functions   |                |                | B. Sources of Authority |            |            |                    |
|-------------------------------------------------|----------------|----------------|----------------|-------------------------|------------|------------|--------------------|
|                                                 | Advisory       | Supervisory    | Administrative | Dept. Dir.              | Board Dir. | Own Initia |                    |
|                                                 | 1              | 2              | 3              | 1                       | 2          | 3          |                    |
| I <u>Instruction</u>                            |                |                |                |                         |            |            |                    |
| Questionnaire                                   | 1              | 2              | 3              | 2                       | 3          | 1          |                    |
| Pilot Study                                     | 1              | 2              | 3              | 2                       | 3          | 1          |                    |
| Interview                                       | 1              | 2              | 3              | 2                       | 3          | 1          |                    |
| II <u>Instructional Management</u>              |                |                |                |                         |            |            |                    |
| Questionnaire                                   | 1              | 2              | 3              | 2                       | 3          | 1          |                    |
| Pilot Study                                     | 1              | 2              | 3              | 2                       | 3          | 1          |                    |
| Interview                                       | 1              | 2              | 3              | 2                       | 3          | 1          |                    |
| III <u>Personnel Management</u>                 |                |                |                |                         |            |            |                    |
| Questionnaire                                   | 1              | 3              | 2              | 3                       | 2          | 1          |                    |
| Pilot Study                                     | 1              | 3              | 2              | 3                       | 2          | 1          |                    |
| Interview                                       | 1              | 3              | 2              | 3                       | 2          | 1          |                    |
| IV <u>School Community Relations</u>            |                |                |                |                         |            |            |                    |
| Questionnaire                                   | 1              | 3              | 2              | 2                       | 3          | 1          |                    |
| Pilot Study                                     | 1              | 3              | 2              | 2                       | 3          | 1          |                    |
| Interview                                       | 1              | 3              | 2              | 2                       | 3          | 1          |                    |
| V <u>Business Management: Policy Planning</u>   |                |                |                |                         |            |            |                    |
| Questionnaire                                   | 1              | 2              | 3              | 2                       | 1          | 3          |                    |
| Pilot Study                                     | 2 <sup>x</sup> | 3 <sup>x</sup> | 1 <sup>x</sup> | 2                       | 1          | 3          |                    |
| Interview                                       | 1              | 2              | 3              | 2                       | 1          | 3          |                    |
| VI <u>Business Management: Policy Execution</u> |                |                |                |                         |            |            |                    |
| Questionnaire                                   | 1              | 2              | 3              | 2                       | 1          | 3          |                    |
| Pilot Study                                     | 1              | 2              | 3              | 2                       | 1          | 3          |                    |
| Interview                                       | 1              | 2              | 3              | 2                       | 1          | 3          |                    |
| Summary                                         | A.             |                |                | B.                      |            |            | No. of Respondents |
|                                                 | 1              | 2              | 3              | 1                       | 2          | 3          |                    |
| Questionnaire                                   | 1              | 2              | 3              | 2.5                     | 2.5        | 1          | Questionnaire - 6  |
| Pilot Study                                     | 1              | 2              | 3              | 2.5                     | 2.5        | 1          | Pilot Study - 2    |
| Interview                                       | 1              | 2              | 3              | 2.5                     | 2.5        | 1          | Interview - 2      |



## SUMMARY OF RAIK SCORES

## NEW BRUNSWICK

| Category                                        | A. Functions   |                |                | B. Sources of Authority |       |     |               |     |
|-------------------------------------------------|----------------|----------------|----------------|-------------------------|-------|-----|---------------|-----|
|                                                 | Advisory       | Super          | Admin          | Dept.                   | Board | Own |               |     |
|                                                 | 1              | 2              | 3              | 1                       | 2     | 3   | 1             | 2   |
| I <u>Instruction</u>                            |                |                |                |                         |       |     |               |     |
| Questionnaire                                   | 1              | 2              | 3              | 1                       | 3     | 2   |               |     |
| Pilot Study                                     | 2 <sup>x</sup> | 1 <sup>x</sup> | 3              | 1                       | 3     | 2   |               |     |
| Interview                                       | 3 <sup>x</sup> | 2 <sup>x</sup> | 1 <sup>x</sup> | 1                       | 3     | 2   |               |     |
| II <u>Instructional Management</u>              |                |                |                |                         |       |     |               |     |
| Questionnaire                                   | 1              | 3              | 2              | 1                       | 3     | 2   |               |     |
| Pilot Study                                     | 1              | 3              | 2              | 1                       | 3     | 2   |               |     |
| Interview                                       | 1              | 3              | 2              | 1                       | 3     | 2   |               |     |
| III <u>Personnel Management</u>                 |                |                |                |                         |       |     |               |     |
| Questionnaire                                   | 1              | 2              | 3              | 1                       | 3     | 2   |               |     |
| Pilot Study                                     | 1              | 2              | 3              | 1                       | 3     | 2   |               |     |
| Interview                                       | 1              | 2              | 3              | 1                       | 3     | 2   |               |     |
| IV <u>School Community Relations</u>            |                |                |                |                         |       |     |               |     |
| Questionnaire                                   | 1              | 3              | 2              | 2                       | 3     | 1   |               |     |
| Pilot Study                                     | 1              | 3              | 2              | 2                       | 3     | 1   |               |     |
| Interview                                       | 1              | 3              | 2              | 2                       | 3     | 1   |               |     |
| V <u>Business Management: Policy Planning</u>   |                |                |                |                         |       |     |               |     |
| Questionnaire                                   | 1              | 3              | 2              | 1                       | 3     | 2   |               |     |
| Pilot Study                                     | 1              | 2 <sup>x</sup> | 3 <sup>x</sup> | 1                       | 3     | 2   |               |     |
| Interview                                       | 1              | 3              | 2              | 1                       | 3     | 2   |               |     |
| VI <u>Business Management: Policy Execution</u> |                |                |                |                         |       |     |               |     |
| Questionnaire                                   | 1              | 3              | 2              | 1                       | 3     | 2   |               |     |
| Pilot Study                                     | 1              | 2 <sup>x</sup> | 3 <sup>x</sup> | 1                       | 3     | 2   |               |     |
| Interview                                       | 1              | 3              | 2              | 1                       | 3     | 2   |               |     |
| Summary                                         |                |                |                |                         |       |     |               |     |
|                                                 | 1              | 2              | 3              | 1                       | 2     | 3   |               |     |
| Questionnaire                                   | 1              | 3              | 2              | 1                       | 3     | 2   | Questionnaire | - 9 |
| Pilot Study                                     | 1              | 2 <sup>x</sup> | 3 <sup>x</sup> | 1                       | 3     | 2   | Pilot Study   | - 1 |
| Interview                                       | 1              | 3              | 2              | 1                       | 3     | 2   | Interview     | - 3 |



TABLE X X  
DATA FROM QUESTIONNAIRES  
BRITISH COLUMBIA

| Category                          | Responses | Advisory | Functions   |                | Sources of Authority |                 |                |
|-----------------------------------|-----------|----------|-------------|----------------|----------------------|-----------------|----------------|
|                                   |           |          | Supervisory | Administrative | Dept. Directive      | Board Directive | Own Initiative |
| <u>I Instruction</u>              |           |          |             |                |                      |                 |                |
| 1. The Teacher                    | 25        | 31       | 38          | 31             | 53                   | 5               | 42             |
| 2. The Pupil                      | 25        | 45       | 34          | 21             | 39                   | 2               | 59             |
| 3. In Service Education           | 25        | 51       | 29          | 20             | 23                   | 8               | 69             |
| 4. Adult Education                | 23        | 53       | 21          | 18             | 35                   | 29              | 27             |
| 5. Special Classes                | 21        | 29       | 35          | 20             | 28                   | 19              | 38             |
| Total                             | 119       | 209      | 157         | 110            | 178                  | 63              | 236            |
| Per cent                          | (N = 460) | 44       | 33          | 23             | 38                   | 13              | 49             |
| <u>I Instructional Management</u> |           |          |             |                |                      |                 |                |
| 1. Pupil Records                  | 25        | 41       | 34          | 25             | 49                   | 13              | 38             |
| 2. Board Policy                   | 19        | 29       | 23          | 24             | 24                   | 18              | 34             |
| 3. Instruction Material           | 25        | 38       | 35          | 27             | 35                   | 25              | 40             |
| 4. Committees                     | 22        | 39       | 33          | 16             | 19                   | 5               | 64             |
| 5. Research                       | 23        | 25       | 30          | 37             | 31                   | 20              | 41             |
| Total                             | 114       | 172      | 155         | 129            | 158                  | 81              | 217            |
| Per cent                          | (N = 444) | 37       | 34          | 29             | 35                   | 18              | 47             |
| <u>I Personnel Management</u>     |           |          |             |                |                      |                 |                |
| 1. Teachers                       | 25        | 29       | 25          | 46             | 38                   | 42              | 20             |
| 2. Non-Profes. Staff              | 17        | 56       | 9           | 3              | 4                    | 55              | 9              |
| 3. Office Staff                   | 15        | 34       | 12          | 14             | 4                    | 32              | 24             |
| 4. Salary Schedules               | 22        | 58       | 14          | 16             | 24                   | 51              | 13             |
| 5. Working Conditions             | 24        | 37       | 38          | 21             | 43                   | 18              | 35             |
| Total                             | 103       | 214      | 98          | 100            | 113                  | 198             | 101            |
| Per cent                          | (N = 412) | 52       | 24          | 24             | 28                   | 48              | 22             |





TABLE X<sup>X</sup> (continued)

| Category                                       | Responses   | Functions |             |                | Sources of Authority |                 |                |
|------------------------------------------------|-------------|-----------|-------------|----------------|----------------------|-----------------|----------------|
|                                                |             | Advisory  | Supervisory | Administrative | Dept. Directive      | Board Directive | Own Initiative |
| <u>V School Community Relations</u>            |             |           |             |                |                      |                 |                |
| 1.Public and Board                             | 25          | 46        | 27          | 27             | 20                   | 40              | 40             |
| 2.Public and School                            | 25          | 46        | 28          | 26             | 21                   | 22              | 57             |
| 3.Groups                                       | 24          | 49        | 31          | 18             | 9                    | 13              | 74             |
| 4.Media                                        | 25          | 45        | 32          | 23             | 13                   | 24              | 63             |
| Total                                          | 99          | 186       | 118         | 94             | 63                   | 99              | 234            |
| Per cent                                       | (N--- 380 ) | 46        | 30          | 24             | 15                   | 24              | 61             |
| <u>V Business Management: Policy Planning</u>  |             |           |             |                |                      |                 |                |
| 1.Finance                                      | 24          | 47        | 30          | 23             | 30                   | 43              | 19             |
| 2.Materials & Supplies                         | 25          | 55        | 30          | 16             | 17                   | 47              | 28             |
| 3.Centralization                               | 25          | 52        | 25          | 23             | 32                   | 34              | 26             |
| 4.Buildings                                    | 24          | 54        | 21          | 21             | 34                   | 34              | 19             |
| 5.Education                                    | 25          | 37        | 30          | 34             | 36                   | 18              | 39             |
| Total                                          | (N--- 123 ) | 245       | 136         | 115            | 154                  | 176             | 137            |
| Per cent                                       |             | 49        | 28          | 23             | 34                   | 36              | 30             |
| <u>I Business Management: Policy Execution</u> |             |           |             |                |                      |                 |                |
| 1.Finance                                      | 22          | 55        | 17          | 15             | 36                   | 33              | 15             |
| 2.Materials & Supplies                         | 22          | 60        | 15          | 13             | 19                   | 42              | 272            |
| 3.Centralization                               | 21          | 55        | 17          | 12             | 25                   | 42              | 17             |
| 4.Buildings                                    | 22          | 63        | 15          | 10             | 21                   | 43              | 20             |
| 5.Education                                    | 24          | 31        | 32          | 33             | 23                   | 31              | 38             |
| Total                                          | 111         | 264       | 96          | 83             | 124                  | 191             | 117            |
| Per cent                                       | (N--- 432 ) | 59        | 22          | 19             | 29                   | 44              | 27             |



TABLE XXI  
DATA FROM QUESTIONNAIRES  
ALBERTA

| Category                               | Responses | Advisory | Functions        |                     | Sources of Authority    |                         |                        |
|----------------------------------------|-----------|----------|------------------|---------------------|-------------------------|-------------------------|------------------------|
|                                        |           |          | Super-<br>visory | Admin-<br>istrative | Dept.<br>Direc-<br>tive | Board<br>Direc-<br>tive | Own<br>Initia-<br>tive |
| <u>I Instruction</u>                   |           |          |                  |                     |                         |                         |                        |
| 1. The Teacher                         | 38        | 39       | 72               | 41                  | 79                      | 5                       | 68                     |
| 2. The Pupil                           | 38        | 81       | 51               | 20                  | 46                      | 10                      | 95                     |
| 3. In Service Education                | 38        | 40       | 92               | 20                  | 34                      | 10                      | 109                    |
| 4. Adult Education                     | 9         | 22       | 6                | 8                   | 8                       | 10                      | 18                     |
| 5. Special Classes                     | 13        | 22       | 23               | 7                   | 10                      | 5                       | 37                     |
| Total                                  | 136       | 205      | 243              | 96                  | 177                     | 40                      | 327                    |
| Per cent                               | (N--544)  | 38       | 45               | 17                  | 32                      | 8                       | 60                     |
| <u>II Instructional<br/>Management</u> |           |          |                  |                     |                         |                         |                        |
| 1. Pupil Records                       | 37        | 57       | 39               | 52                  | 69                      | 11                      | 68                     |
| 2. Board Policy                        | 33        | 38       | 42               | 52                  | 32                      | 31                      | 69                     |
| 3. Instruction Material                | 38        | 52       | 46               | 54                  | 52                      | 30                      | 70                     |
| 4. Committees                          | 38        | 60       | 71               | 22                  | 31                      | 11                      | 110                    |
| 5. Research                            | 33        | 39       | 61               | 32                  | 24                      | 16                      | 92                     |
| Total                                  | 179       | 246      | 259              | 212                 | 208                     | 99                      | 409                    |
| Per cent                               | (N--716)  | 34       | 36               | 30                  | 30                      | 23                      | 57                     |
| <u>III Personnel<br/>Management</u>    |           |          |                  |                     |                         |                         |                        |
| 1. Teachers                            | 38        | 50       | 39               | 63                  | 36                      | 83                      | 33                     |
| 2. Non-Profes. Staff                   | 28        | 82       | 23               | 7                   | 8                       | 74                      | 30                     |
| 3. Office Staff                        | 21        | 57       | 18               | 9                   | 8                       | 52                      | 24                     |
| 4. Salary Schedules                    | 33        | 101      | 17               | 14                  | 18                      | 81                      | 33                     |
| 5. Working Conditions                  | 38        | 65       | 57               | 30                  | 24                      | 50                      | 78                     |
| Total                                  | 158       | 355      | 154              | 123                 | 94                      | 340                     | 198                    |
| Per cent                               | (N--632)  | 57       | 25               | 18                  | 15                      | 54                      | 31                     |



TABLE XI (continued)

| Category                                       | Responses | Functions |             |                | Sources of Authority |                 |                |
|------------------------------------------------|-----------|-----------|-------------|----------------|----------------------|-----------------|----------------|
|                                                |           | Advisory  | Supervisory | Administrative | Dept. Directive      | Board Directive | Own Initiative |
| <u>V School Community Relations</u>            |           |           |             |                |                      |                 |                |
| 1. Public and Board                            | 35        | 57        | 45          | 38             | 19                   | 50              | 71             |
| 2. Public and School                           | 36        | 53        | 47          | 42             | 20                   | 35              | 89             |
| 3. Groups                                      | 38        | 69        | 56          | 26             | 12                   | 13              | 128            |
| 4. Media                                       | 32        | 56        | 38          | 34             | 9                    | 31              | 89             |
| Total                                          | 141       | 235       | 186         | 140            | 60                   | 129             | 377            |
| Per cent                                       | (N=564)   | 41        | 353         | 24             | 11                   | 23              | 66             |
| <u>V Business Management: Policy Planning</u>  |           |           |             |                |                      |                 |                |
| 1. Finance                                     | 35        | 88        | 38          | 14             | 41                   | 49              | 50             |
| 2. Materials & Supplies                        | 38        | 86        | 51          | 15             | 13                   | 69              | 70             |
| 3. Centralization                              | 36        | 82        | 38          | 24             | 24                   | 68              | 52             |
| 4. Buildings                                   | 37        | 91        | 35          | 22             | 22                   | 60              | 66             |
| 5. Education                                   | 38        | 49        | 68          | 35             | 38                   | 30              | 84             |
| Total                                          | 184       | 396       | 230         | 110            | 138                  | 276             | 322            |
| Per cent                                       | (N=736)   | 53        | 32          | 15             | 18                   | 37              | 45             |
| <u>I Business Management: Policy Execution</u> |           |           |             |                |                      |                 |                |
| 1. Finance                                     | 31        | 95        | 24          | 5              | 29                   | 44              | 51             |
| 2. Materials & Supplies                        | 33        | 82        | 38          | 12             | 17                   | 64              | 51             |
| 3. Centralization                              | 31        | 84        | 23          | 17             | 23                   | 63              | 38             |
| 4. Buildings                                   | 29        | 78        | 26          | 12             | 21                   | 54              | 41             |
| 5. Education                                   | 37        | 43        | 60          | 45             | 25                   | 55              | 68             |
| Total                                          | 161       | 382       | 171         | 91             | 115                  | 280             | 249            |
| Per cent                                       | (N=644)   | 58        | 27          | 15             | 16                   | 44              | 40             |





TABLE ~~X~~XII  
DATA FROM QUESTIONNAIRES  
SASKATCHEWAN

| Category |                                     | Respon<br>ses | Advis<br>ory | Functions       |                        | Sources of Authority   |                        |                       |
|----------|-------------------------------------|---------------|--------------|-----------------|------------------------|------------------------|------------------------|-----------------------|
|          |                                     |               |              | Super<br>visory | Admin<br>istra<br>tive | Dept.<br>Direc<br>tive | Board<br>Direc<br>tive | Own<br>Initia<br>tive |
| I        | <u>Instruction</u>                  |               |              |                 |                        |                        |                        |                       |
| 1.       | The Teacher                         | 53            | 55           | 109             | 51                     | 107                    | 3                      | 102                   |
| 2.       | The Pupil                           | 53            | 116          | 73              | 25                     | 69                     | 5                      | 138                   |
| 3.       | In Service Education                | 53            | 65           | 112             | 38                     | 64                     | 0                      | 148                   |
| 4.       | Adult Education                     | 19            | 43           | 19              | 15                     | 33                     | 6                      | 39                    |
| 5.       | Special Classes                     | 10            | 20           | 13              | 7                      | 6                      | 8                      | 26                    |
|          | Total                               | 188           | 299          | 326             | 136                    | 279                    | 22                     | 453                   |
|          | Per cent (N --                      | 752)          | 39           | 43              | 18                     | 37                     | 3                      | 60                    |
| II       | <u>Instructional<br/>Management</u> |               |              |                 |                        |                        |                        |                       |
| 1.       | Pupil Records                       | 53            | 58           | 89              | 63                     | 103                    | 10                     | 96                    |
| 2.       | Board Policy                        | 41            | 63           | 66              | 36                     | 56                     | 24                     | 80                    |
| 3.       | Instruction Material                | 53            | 79           | 85              | 50                     | 72                     | 38                     | 99                    |
| 4.       | Committees                          | 53            | 77           | 106             | 30                     | 51                     | 7                      | 150                   |
| 5.       | Research                            | 51            | 56           | 92              | 52                     | 43                     | 29                     | 128                   |
|          | Total                               | 251           | 333          | 438             | 232                    | 325                    | 108                    | 553                   |
|          | Per cent (N--                       | 1004)         | 33           | 43              | 24                     | 32                     | 10                     | 57                    |
| III      | <u>Personnel<br/>Management</u>     |               |              |                 |                        |                        |                        |                       |
| 1.       | Teachers                            | 53            | 100          | 82              | 30                     | 38                     | 89                     | 85                    |
| 2.       | Non-Profes. Staff                   | 30            | 98           | 16              | 6                      | 18                     | 50                     | 52                    |
| 3.       | Office Staff                        | 21            | 65           | 10              | 9                      | 16                     | 36                     | 32                    |
| 4.       | Salary Schedules                    | 24            | 78           | 9               | 9                      | 22                     | 38                     | 36                    |
| 5.       | Working Conditions                  | 53            | 100          | 82              | 30                     | 46                     | 66                     | 100                   |
|          | Total                               | 181           | 441          | 199             | 84                     | 140                    | 279                    | 305                   |
|          | Per cent (N--                       | 724)          | 62           | 26              | 12                     | 19                     | 37                     | 44                    |



TABLE XXII (continued)

| Category                                       | Responses | Functions |             |                | Sources of Authority |                 |                |
|------------------------------------------------|-----------|-----------|-------------|----------------|----------------------|-----------------|----------------|
|                                                |           | Advisory  | Supervisory | Administrative | Dept. Directive      | Board Directive | Own Initiative |
| <u>V School Community Relations</u>            |           |           |             |                |                      |                 |                |
| 1. Public and Board                            | 53        | 92        | 77          | 41             | 42                   | 43              | 126            |
| 2. Public and School                           | 53        | 83        | 85          | 44             | 33                   | 34              | 143            |
| 3. Groups                                      | 53        | 107       | 85          | 20             | 24                   | 10              | 178            |
| 4. Media                                       | 46        | 80        | 71          | 32             | 21                   | 22              | 144            |
| Total                                          | 205       | 363       | 319         | 138            | 120                  | 109             | 591            |
| Per cent (N--                                  | 820)      | 44        | 40          | 16             | 14                   | 13              | 73             |
| <u>V Business Management: Policy Planning</u>  |           |           |             |                |                      |                 |                |
| 1. Finance                                     | 51        | 154       | 39          | 11             | 41                   | 61              | 102            |
| 2. Materials & Supplies                        | 52        | 137       | 55          | 16             | 31                   | 65              | 112            |
| 3. Centralization                              | 49        | 125       | 57          | 14             | 30                   | 66              | 99             |
| 4. Buildings                                   | 51        | 124       | 59          | 21             | 40                   | 72              | 92             |
| 5. Education                                   | 53        | 81        | 91          | 40             | 70                   | 35              | 108            |
| Total                                          | 256       | 621       | 301         | 102            | 212                  | 299             | 513            |
| Per cent (N--                                  | 1024)     | 60        | 30          | 10             | 27                   | 29              | 44             |
| <u>I Business Management: Policy Execution</u> |           |           |             |                |                      |                 |                |
| 1. Finance                                     | 37        | 115       | 23          | 8              | 30                   | 50              | 68             |
| 2. Materials & Supplies                        | 38        | 111       | 31          | 10             | 18                   | 59              | 75             |
| 3. Centralization                              | 37        | 109       | 29          | 10             | 18                   | 63              | 66             |
| 4. Buildings                                   | 35        | 103       | 31          | 16             | 27                   | 57              | 56             |
| 5. Education                                   | 49        | 83        | 82          | 31             | 42                   | 61              | 94             |
| Total                                          | 196       | 519       | 193         | 72             | 135                  | 290             | 359            |
| Per cent (N---                                 | 784)      | 66        | 25          | 9              | 17                   | 38              | 45             |



## APPENDIX C





## TABLE XXIII

## UNITS OF ADMINISTRATION AND THE SCHOOL INSPECTOR AND HIS WORK

(Quoted from Report on CEA-Kellogg Short Course, 1955)

British Columbia

At least five years teaching experience, elementary or secondary, is required

At least five years experience in some administrative capacity is required

Academic Teachers' Certificate and B.A. or equivalent degree is required. A second degree in education is desirable.

No Inspector's certificate is issued

Appointees screened by Department of Education and by Civil Service Commission

Provincial Inspectors appointed as per Civil Service Act on recommendation of the Department of Education

Municipal Inspectors appointed on recommendation of Board of Trustees of the district and Superintendent of Education; approved by the Minister of Education. They are civil servants. Recent amendments to the Public Schools Act provides for the appointment by the local board, with the concurrence of the Department of Education of the provincial Inspector as Chief Administrative Officer for the school board in a school district. Vancouver Inspectors appointed by Board of School Trustees for Vancouver. They are not civil servants although appointment is approved by the Council of Public Instruction.

Alberta

Five to ten years teaching experience, elementary or secondary, is customary but not required

No administrative experience is required, but about ten years experience as principal is customary

No teaching certificate is required but a Professional First Class Certificate is customary

No degree is required but a B.A. or equivalent plus a second degree is customary

No Inspector's certificate is issued

Appointees usually have had rural school experience and have been recommended by the high school inspectors, superintendents and others

Provincial inspectors appointed by the Minister of Education upon recommendation of the Chief Superintendent.

Edmonton, Calgary, Lethbridge school boards appoint own inspectors. (Provincial inspectors evaluate the work of the junior and senior high schools in these cities)



Saskatchewan

At least three years elementary plus at least one year of secondary school teaching experience is customary but not required  
 No administrative experience beyond having taught in a large school is required. Some experience as a principal is customary.  
 A Permanent High School or Advanced Teaching Certificate is required  
 B.A. or equivalent degree plus at least one year of post graduate study is required. A second degree is customary.  
 No Inspectors certificate is issued  
 Appointed by Minister of Education after selection by a panel appointed by the Public Service Commission.  
 Regina, Saskatoon, Moose Jaw and North Battleford appoint their own superintendents for elementary schools.

Nova Scotia

Five years elementary plus five years secondary school teaching experience is customary but not required  
 No administrative experience is required, but five years experience as principal is customary  
 No teaching certificate is required but a High School Teaching Certificate is customary  
 B.A. or equivalent degree is required. A second degree is customary.  
 No Inspectors certificate is issued  
 In making appointments consideration is given to the inspector's personal suitability for the appointment in the particular locality concerned  
 All inspectors are appointed by the Nova Scotia Civil Service Commission.

New Brunswick

Three years elementary plus three years secondary school teaching experience is required. Ten to fifteen years in all is customary.  
 No administrative experience is required, but some experience as principal is customary  
 A High School Teaching Licence is required  
 B.A. degree or equivalent is required and inspector must secure M.A. in education within three years of appointment.  
 No inspector's certificate is issued  
 Inspector must be bilingual for appointment in bilingual area  
 County superintendents are appointed by the Department of Education  
 Cities appoint their own inspectors.



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